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ABSTRACT

This document reports on a proposal from the Job Corps community that would create 50 new centers around the country by the year 2000 and increase participation by 50 percent. Testimony includes statements and prepared statements, letters, and supplemental materials from a former Secretary of Education; delegates and representatives to Congress; and individuals representing the Frenchburg Job Corps Center; Women in Community Service; Cascades Job Corps Center; Job Corps; Education and Labor Committee; Department of Labor; National Association of Home Builders; United Auto Workers-Labor Employment and Training Corporation; and ITT Corporation. (YLB)

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HEARING ON THE JOB CORPS 50–50 PLAN

ED338811

HEARING

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC, MAY 7, 1991

Serial No. 102–4

Printed for the use of the Committee on Education and Labor

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HEARING ON THE JOB CORPS 50-50 PLAN

TUESDAY, MAY 7, 1991

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to call, at 2:05 p.m., Room 2175, Rayburn House Office Building, Hon. Carl C. Perkins [Chairman] presiding.

Members present: Representatives Perkins and Gunderson.

Also present: Representative Goodling.

Staff present: Omer Waddles, counsel/staff director; John Fitzpatrick, legislative assistant; Pat Fahy, senior legislative analyst; Dick Johnson, full committee counsel; Beth Buehlmann, minority education coordinator, and Tracy Hatch, minority professional staff member.

Mr. PERKINS. We'd like to call this meeting of the Employment Opportunities Subcommittee to order. And it is a special privilege to have Chairman Gus Hawkins, who presided over the full Committee on Education and Labor until his retirement this last year, with us today, in his first official visit back to Capitol Hill since that retirement.

He is a very beloved Member, and one that I know that this Member has a great deal of personal affection and respect for. We are always glad to see him coming back advocating the causes that he fought for so long in his role and his tenure here in the Congress.

We would also like to say that Mr. Hayes has a statement. Without objection, that will be entered in to the record.

We're going to focus today on the Job Corps 50-50 plan. This proposal, which comes from the Job Corps community would create 50 new centers around the country by the year 2000, and increase participation by 50 percent.

To talk about this idea, we have brought together a number of people with different perspectives on Job Corps: Members of Congress, ex-administration officials, representatives from the private sector, as well as past and present Job Corps students.

As many of you know, the Job Corps was founded by Lyndon Johnson in 1964 as part of his Great Society legislation. He envisioned a program that would serve 100,000 young people who were in danger of falling through the cracks, get them together, rehabilitate them, educate them, and transform them into working, productive members of our society.

Many things have changed since 1965, but the need for a quality program that serves the most underprivileged young people in our society still exists.

Today we will reach only a fraction of the 441,000 most at-risk youth in America. The 50–50 Plan would expand Job Corps participation from approximately 40,000 slots to 104,000 slots.

When we discuss at-risk youth, we're talking about an endangered generation of young people who face a bleak future of drug addiction, prison, unemployment, or at best survival on the streets.

Job Corps has a proven track record of placing over 90 percent of its graduates in a job, a postsecondary education, or the military. Job Corps works. It's one of the very few Federal anti-poverty programs which has had bipartisan support since its creation.

We can proudly point to this program as one that returns money to the Treasury as a result of the investment. We've seen, I think, about three different studies that seem to indicate that the Job Corps returns about $1.46 to society for every dollar that's invested.

Some people may say Job Corps is too expensive, and that it costs too much. Yes, it's expensive, but what's the cost of not funding the program?

How much do we spend on our prisons, or on treating substance abuse?

How much do companies spend on remedial training for new workers?

It is easy to tell youth just to say no, but Job Corps gives our most threatened young people an opportunity to say yes to a more normal life, to a good job, and to a more productive future. America needs the Job Corps 50–50 Plan, now more than ever.

I would be pleased at this time to call upon our ranking member of the subcommittee, Mr. Gunderson, for his remarks.

Mr. GUNDERSON. Thank you very much, Mr. Chairman. And being aware that our distinguished chairman, Mr. Hawkins, has some time constraints I'm going to try to be as cooperative with him now as I was when he was chairman of this committee, so I'll be very brief, Mr. Chairman.

Actually, I would simply want to ask unanimous consent that a statement might be inserted in the record. And I would like to ask unanimous consent as well that I might submit for the record three letters, one from Congressman Dave Dreier of California, and two from his district—from a Sister Leticia Gomez and from James Mathews, the Regional Director of Job Corps.

With that, Mr. Chairman, it is certainly a delight to have our distinguished chairman emeritus back here in front of us. When I look at the rest of the panel, those who have been lifelong participants in the process, students, the distinguished former Secretary of Education, Mr. Bell, whom we're delighted to have back and obviously, Secretary Jones, who has been our expert on JTPA for some time, I think it's time for those of us on this side of the panel to turn it over to the real experts. I look forward to their testimony.

Thank you.

Mr. PERKINS. Without objection, so ordered, it becomes a part of the record.

[The prepared statement of Hon. Steve Gunderson, and three letters referred to, follow:]

STATEMENT OF HON. STEVE GUNDERSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WISCONSIN

I would like to begin, Mr. Chairman, by welcoming back to Washington our former Chairman, Gus Hawkins, who has been one of the leading advocates of Job Corps and of not just maintaining but enhancing the integrity of our youth training programs.

Mr. Chairman, you and the members of this subcommittee—and I'm sure many of those here today—are well aware that we are in the midst of developing amendments to the Job Training Partnership Act—amendments designed to strengthen and improve that program to more closely meet the needs of both participants and the workplace. The key to the ultimate success of our efforts in that amendment process lies in our ability to not only identify successful JTPA programs, but to determine*why* such programs have been successful and to translate that success so that others can benefit as well.

Today's oversight hearing affords us the opportunity to do just that with one segment of the JTPA system—the Job Corps.

I understand that several of the witnesses who will come before us today will focus not just on Job Corps' past performance, but their vision of its future—notably, the "50-50 Plan." This plan, which I understand proposes a 10-year, multi-level plan to open fifty new Job Corps Centers and increase youth participation by fifty percent, raises critical questions and places some hard choices before us all, particularly as this country continues to operate under rather severe fiscal constraints.

What is the future of the Job Corps? Is rapid expansion feasible? Responsible policy? Will it in fact achieve the stated goals of its proponents? Are the up-front costs of such an expansion—not just for the coming fiscal year but as an entire ten-year package—affordable in the short term as well as the long term? Do other areas need to be addressed in the proposal—not just expansion of facilities but closer integration with other programs, other resources?

Clearly, this proposal has culminated from the conviction that Job Corps has been successful during its history and that expansion will ensure still greater success in the years to come. Just as clearly, we need to be sure that any proposed changes to the Job Corps as we know it today do not inadvertently hamper its current success—and I can't imagine that anyone here would wish that outcome.

In closing. Mr. Chairman, I would ask unanimous consent to submit for the record three letters, one from Sister Leticia Gomez of Pomona, California, one from James Mathews, Regional Director of the Job Corps for Region IX, and lastly the cover letter for the others from my colleague, Mr. Dreier. These letters raise concerns about delays in enrollment which have been experienced in California.

I look forward to hearing from today's witnesses and thank the Chairman.

DAVID DREIER
CALIFORNIA

COMMITTEE ON RULES

CHAIRMAN
TASK FORCE ON
FOREIGN POLICY

Congress of the United States
House of Representatives
Washington, DC 20515

May 3, 1991

The Honorable Steve Gunderson
Ranking Member
The Subcommittee on Employment Opportunities
H2-535
Washington, D.C. 20515

Dear Steve:

I am writing to submit the enclosed letters as part of the record for the oversight hearing on the Job Corps which your Subcommittee will be conducting May 7. I am pleased that you are willing to use this material in your questioning of Executive Branch and private sector witnesses.

The first letter is from Sister Leticia Gomez, coordinator of the Soledad Enrichment Action program, a support group of concerned parents who work to prevent drug and gang related violence. She reports that former teenage gang members in Los Angeles County are waiting 2-6 months for the processing of their Job Corps paperwork. I am very concerned with this delay because these teenagers are vulnerable to retribution from other gang members.

The second letter is the response I have received from James Mathews, Regional Director of the Jobs Corps, concerning Job Corps enrollment. According to Mr. Mathews, all of the centers in Region IX are full and there is a backlog of over 1,000 approved applicants awaiting assignment. He maintains that there are not enough training opportunities for the youth who need them.

I appreciate your willingness to look into this situation. Please let me know if I can answer any questions or be of assistance.

Sincerely,

David Dreier
Member of Congress

DD:jk
Enclosures

411 CANNON BUILDING
WASHINGTON, DC 20515
(202) 225-2305

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COVINA, CA 91723
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(714) 992-2997

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S.E.A.!

SOLEDAD
ENRICHMENT
ACTION

March 27,1991

Congressman David Dreier
c/o Mark S. Harmsen
112 North Second Avenue
Covina, Ca. 91723

Dear Mr. Dreier,

Just a reminder that you mentioned that getting the Los Angeles Job Corp to expediate Youth-at-Risk paper work would be a very possible thing to do.

Have things change? Has lack of funding limited the number of Job Corp openings?

The City of Pomona informed us that we would not be getting more then $30,000.00 which is not much for our type of work.

We are forced because of lack of funds to work long hours and some of these hours are without pay.

May God continue to bless you with energies to serve the community at large.

Sincerely,

Leticia Gómez

Sister Leticia Gomez,
Coordinator of S.E.A. Concerned Parents

LG/ath
enc.

Youth Development Program
655 West Third Street
Pomona, CA 91766
(714)622-4193
628-7233

MAR 29 1991

U. S. DEPARTMENT OF LABOR

Employment and Training Administration
P.O. BOX 193768
San Francisco, California 94119-3768

Reply to the Attention of
Job Corps (9TGJ)

April 19, 1991 IX-TGJ

The Honorable David Dreier
Congress of the United States
House of Representatives
411 Cannon Building
Washington, DC 20515

Dear Representative Dreier:

Thank you for your letter of April 10, 1991. Unfortunately I do not have a solution for Sister Gomez's problem. At the present time all the centers in our region are full and we have a backlog of over 1,000 approved applicants in our office awaiting assignment to a Job Corps Center. The delay in enrollment, in this case, is not a function of the record checks, there are just not enough training opportunities in Job Corps.

In the Department of Labor's Region IX (California, Nevada, Arizona, Hawaii and the Micronesian Islands) we have 4,182 training positions. In addition, because of the great need in California, applicants are assigned to centers outside our region in the Pacific Northwest and Utah. We wish we had more training opportunities for the youth who need them but at this time we are at capacity.

Thank you for your concern and interest. Please do not hesitate to contact me if you have any questions.

Sincerely,

James Mathews
Regional Director
Job Corps, Region IX

Mr. PERKINS. At this time we would gladly turn, indeed, to our beloved Gus Hawkins for his remarks on Job Corps.

STATEMENT OF HON. AUGUSTUS HAWKINS, FORMER CHAIRMAN OF THE EDUCATION AND LABOR COMMITTEE

Mr. HAWKINS. Thank you, Mr. Chairman, I appreciate this opportunity.

I want to definitely state at the very beginning that I'm appearing as an ordinary citizen. I am not in any way a registered representative of any group. It's purely a matter of love with me—voluntary activity. If you want to volunteer for something, I'm quite sure that many groups will reach out and grasp the opportunity and I have taken advantage of that.

I am very pleased, in going through your records of this committee, that you presented me today with this little tag which indicates at one time I was chairman of this subcommittee. I enjoyed the work of the subcommittee and I appreciate the fact that you have selected this subcommittee because I am confident that it is in safe hands and I am very delighted that Mr. Gunderson is the ranking minority member of the committee, which gives some diversity, but certainly constructive diversity, to the committee.

I cannot help but also indicate that in speaking to the subject of the Job Corps, we have had a group of distinguished individuals who were active with this subcommittee and who were very constructive in the historical development of the Job Corps.

It is very difficult for anyone to be opposed to the Job Corps. I certainly subscribe to the 50-50 Plan and all that you have said with reference to the Job Corps, which makes my remarks rather superfluous in a way.

I don't know how many in this group today will oppose the Job Corps, but I'm quite sure there are some differences of opinion, but I'm confident that the subject will go forward and that we will make some other adjustments, if necessary.

I will be brief because I would like to follow the subject all the way through, to the Rose Garden, if necessary. Whether or not I'll be invited to that ceremony, I don't know, but I'll be on the outside, anyway, looking in.

Mr. GUNDERSON. I don't think you have anything to worry about, Mr. Chairman.

Mr. HAWKINS. Thank you, Mr. Gunderson. I depend on you to be my proxy if I don't make it.

Mr. GUNDERSON. Mr. Goodling will take care of you if I don't.

Mr. HAWKINS. I'm delighted also to recognize my very distinguished friend, Mr. Goodling.

The Job Corps is not a new subject and I don't think it's necessary to do much talking about it. Over the years it has had the support of many individuals that politically, ideologically differ with each other. But the issue boils down in a way to what I think you referred to in your opening statement—these young people are out there and whether or not we are going to bring them into the Job Corps and make them productive or whether or not we're going to send them to jail or into welfare programs. That really, basically, is the issue.

Now anything you do, any economic activity, and I suppose anything of value, has some cost attached to it. I dismiss it because we're talking about a rather modest program. And I'm a little ashamed that we're supporting a program today which I think is pathetically inadequate for the need we have today.

I have been surprised as an ordinary citizen about the lack of attention that's been given to the field of education, employment, and training. And I'm not making a particular reference of that. But we seem to deal in superlatives when it comes to a lot of rhetoric but very little in any substance, it seems to me.

I dismiss the fact that it's an expensive program. We faced that 27 years ago. At the very beginning of the program it was almost humorous to joke about the program. I recall it was labeled a "country club for juvenile delinquents," for example, and all types of jokes that were made about it. And big references made to the fact that the opposition said, no, it's cheaper to send a child, a young person, to Harvard than to take care of that individual in the Job Corps.

I recall Dr. Singletary, the Director at that time, making a national offer that if Harvard would accept any of the enrollees in the Job Corps that he would pay their tuition. That was a funny thing—he didn't have to pay out anything because Harvard was not, obviously, willing to accept the hard core of the disadvantaged, and so on.

But we've gone through that. I hope that we have some of those myths behind us. There are a few agencies that are equipped to deal with these persons who have served in the Job Corps and I would hope that you will take care of them.

As I see it, according to the fiscal aspect of it, it is a very modest outlay in the 1992 fiscal year. There's no substantial increase in the amount of money until 1995, which, if we can believe the projections and also if we can subscribe to the budget situation agreed to by both parties and by the administration, by that time we should be much better off.

Now if we aren't, then we probably would need a Job Corps or something even greater by that time. So I would hope that that problem does not offer any great problem with you.

It costs between $20,000 and $30,000 to incarcerate a young person in this age group on an annual basis. And here we're talking about certainly much less, possibly one-fourth of that.

We had problems in the very beginning of the program, as you will recall, possibly if your father himself ever talked to you about his favorites, that we had the problem of integrating women into the Job Corps. We are over that, but we still need to do a lot about that, and I would hope that this fiscal problem will not arise in trying to accommodate women as important members of the Job Corps.

But I've had the opportunity since leaving Congress to talk to many groups. I have taken the opportunity through being a member of the Advisory Board to the JACS, which, as you know, is supported by the Machinists Union. I have also been very active with the Home Builders group, which I think was the principal one that first advocated the 50-50 Plan. And I had the opportunity to talk to many of the enrollees in Job Corps.

I would certainly suggest that anyone who wanted to justify the program, to rationalize it, and to undertake the responsibility of supporting it from a fiscal point of view would talk to some of the enrollees.

They are doing a wonderful job. These young people are coming out. They are being integrated into society. And I would certainly say that you are embarked, I think, on a wonderful program, and I hope you will see it all the way through.

A friend of mine, Carl Rowan, recently has written several editorials, or at least commentaries, that are included as syndicated articles in newspapers. I have two of those. One from the New York Post and another one from the Baltimore Sun.

Mr. Chairman, I would hope that you would include these two editorials as symbolic of the type of support which I think the media will give to the subject matter, and include those in the record this afternoon.

Other than that, I'd be very glad to answer any questions, Mr. Chairman.

Mr. PERKINS. Thank you.

Mr. HAWKINS. I feel as if it's very difficult for anyone to be on the opposing side, although I have great respect for the views that will be expressed.

Over the years, we have worked with many individuals. I see that we have Bob Jones, who has been a very close friend of mine. As a matter of fact, one of my counsels, I think in a way, when it comes to employment and training programs, and I don't know what his views may be, but would be representative of the Department of Labor. But regardless of what they are, I know that he is certainly a source of support for good views and whatever he may constructively say, even if it is in opposition, which I do not anticipate—I do not know—I would certainly think there is a good working relationship between this committee and the Department of Labor. I think that Bob Jones has been an individual who expresses the type of views that can be accommodated to whatever opposition.

I just don't want to see any great opposition to this program develop that can't be constructively dealt with. Because I think we are dealing with young people who need us, and that is what I have devoted my time to since leaving here. As you well know, I was for a very long time a very strong supporter of any childhood education, along with Mr. Goodling.

But that is a long range program. Unfortunately, we didn't begin to reach those children earlier than what we have with the programs that we have available. We have now, in the case of the Job Corps, adolescents, persons who are ready for the labor market. Now these are the ones that are going to be in the work force in the year 2000 and beyond—the first ones. Two-thirds of them will not be these young people that we have struggled so much to get involved in education at an early age.

We are talking now about the individuals that are going to be the productive work force. We can't waste any time. That is why I say that even waiting 10 years in order to develop even this program to me is a little late. So I hope that you will speed it up, and even beat the time schedule, and even do more than what the 50-

50 Plan has put us on the spot to do. But, obviously, that's a judgment that this committee has to make in the first instance. The Congress and the President will eventually decide.

Thank you very much.

[The prepared statement of Hon. Augustus F. Hawkins, and the two news articles referred to, follow:]

STATEMENT OF HON. AUGUSTUS F. HAWKINS, FORMER CHAIRMAN, COMMITTEE ON EDUCATION AND LABOR

Mr. Chairman, members of the subcommittee, I am happy to be here today to testify before you, my former colleagues, on behalf of a very special program. I am also pleased to be back in this room where I spent so many engaging hours—even though I am facing in the opposite direction!

For many years I sat in this room and Chaired the Education and Labor Committee hearings. I have heard countless witnesses describe their needs and their programs. They are almost always compelling and I have learned much about programs that educate and strengthen our labor force.

My experience as Chairman of this committee, I hope, sharpened my insights. I believe I can recognize an effective and a successful program when I see it. Mr. Chairman, Job Corps is one such program.

I am honored to be the first witness in what I feel is an extremely important hearing. I want to speak to you today about the need to strengthen and expand this proven program.

It is, by now, no secret that even while the overall numbers of youths are declining, the numbers of poor youth are multiplying at a terrific rate. There are at least 441,000 of the most at-risk youth in the U.S.—and the numbers get worse. One of every four children in the U.S. will be on public assistance at some point in their lives.

Unemployment rates are horrible—particularly for minorities. Teenagers suffer an unemployment rate of 15.8%—black youths have an unbelievable 32.4% unemployment rate.

Let me share just a few more statistics. In 1986, 3.7 million 18-24 year-olds left high school without a diploma. Among Hispanics, over one-third failed to graduate. Among black youths, 17% did not receive a diploma.

These statistics simply must be turned around. In searching for the workable solutions, we must consider the Job Corps 50-50 Plan as a very important step in resolving these problems. The fiscal year 1992 Job Corps 50-50 Plan will maintain and enrich current Job Corps services while gradually adding 50 new centers over the course of the next 10 years to serve 50% more youth.

The 50-50 Plan maintains and enhances the services and facilities that Job Corps has provided to our Nation's poor youth over the past 27 years. It is important to make sure that Job Corps is able to repair its centers, make necessary renovations, or relocate inadequate centers. This ensures that the quality education and training students receive does not decline because of inferior facilities. Your State of Kentucky, Mr. Chairman, with several centers, would feel the positive impact of these necessary capital improvements.

The Job Corps 50-50 Plan also provides the kinds of program enhancements that meet the needs of students living in the 1990's. I'm speaking of educational needs such as updating outdated curriculum and materials, increasing classroom time for students, and installing computers on Job Corps Centers. It is a fact that todays employers require more advanced skills and computer knowledge. Job Corps students will need these educational enhancements to maintain Job Corps' successful 84% placement rate, of which I'm sure you are aware Mr. Chairman.

I'm also talking about providing advanced vocational training courses at select centers to make Job Corps students more Job-ready when they enter the job market. They must be able to handle the basic requirements today's employers require. I'm referring to center support services such as an inflationary increase in student allowances for the first time since 1987 and hiring additional alcohol and substance counselors. These initiatives were approved by Congress last year—but were ultimately not realized because of across-the-board cuts.

The enhancements I've just described are at the heart of Job Corps 50-50 Plan. They are what will be needed if the Job Corps is to continue its unprecedented track record of success. One billion dollars will be required to maintain and enhance current programs.

Finally, the Job Corps 50-50 Plan will provide more centers over the coming decade—50 to be exact. This will allow Job Corps to provide services to 104,000 youth by the end of the decade—approximately one-quarter of the most at-risk population. In States such as California, where Job Corps currently serves less than one percent of the total number of poverty youth, new centers are sorely needed. One hundred sixty million dollars will be needed to open the first 10 new centers.

Mr. Chairman, we have a need to solve the problems of our poorest youth. Job Corps has proven it effectively provides needed services. It's as simple as that. There is a need and Job Corps fulfills that need.

As a former Congressman, as the former Chairman of the House Education and Labor Committee, as a colleague of everyone on this subcommittee, and as a man who cares deeply about our troubled youth, I wholeheartedly support the FY 1992 Job Corps 50-50 Plan. As a person that has looked at this program from both sides, I urge my friends in Congress to do the same and help us initiate this historic and well designed Job Corps 50-50 Plan.

Thank you.

CHICAGO SUN-TIMES, FRIDAY, MAY 3, 1991 27

COMMENTARY

Invest in the Job Corps, not prisons, for America's youth

CARL T. ROWAN

When Lyndon B. Johnson approved the Job Corps in 1964, he said he dreamed of 100,000 of America's youth emerging every year from the Job Corps ready to "play a productive role in American society."

LBJ would rejoice these days that the Job Corps has survived a generation of hate-the-poor mean- and has prepared 1.5 million "hope- you for good jobs, military service or ced education.

the Johnson who was quick to anger, ver, would be shedding tears today over the fact that America now carries the burden of 6 million impoverished youth (441,000 of them designated "seriously at risk") who could use a stint in the Job Corps. The Corps is helping a mere 68,000 of the youngsters who have dropped out of school, are jobless, are in danger of becoming pregnant or trapped in the drug culture—but most of all in danger of being locked up, physically discarded as human refuse in a new prison.

A powerful coalition of congressmen, businessmen, labor union leaders and caring citizens has mounted a national campaign to expand the Job Corps and to make the White House and the country aware that it is a cheap, nation-building alternative to more prisons. The Job Corps has transformed 84 of every 100 "hopeless" youngsters accepted—boxer George Foreman among them—into achievers.

This coalition is asking the Congress and President Bush to allocate a modest $1.6 billion (half the U.S. Bureau of Prisons' budget) for fiscal 1992— just to maintain services at the 106 centers that now exist nationwide, plus $160 million to launch a "50-50" Job Corps expansion that would add 50 more centers over 10 years and increase by 50 percent the number of deprived youngsters who can get help.

This is a small "expansion" compared with the needs of 5 million poor youths. We must remember that this may be all that is politically possible in "hard times" when the money is supposed to go to the clothless children of America—trainees who are 53 percent black, 31 percent white, 12 percent Hispanic, 3 percent American Indian and 2 percent Asian Pacific.

But the American mood can change. The people who took me to the Potomac Job Corps Center here were not Job Corps workers with bleeding hearts. They were members of the Home Builders Institute acting out of their self-interest. They need the painters, carpenters, computer experts that the Job Corps is turning out as a vital part of their labor force in the 21st century. Other industries and the labor unions know that youngsters trained in 100 vocational trades are coming out of Job Corps centers, bringing basic skills with them.

It has been established that for every dollar spent on a Job Corps trainee, Uncle Sam saves $1.46 in welfare, criminal apprehension and incarceration costs.

When do we wise up to the truth that Job Corps centers are social blessings, while prisons are the abominations of surrender?

Carl T. Rowan is a nationally syndicated columnist of the Chicago Sun-Times.

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U.S. needs more jobs, not prisons

I've been screaming about this country's lurch into insanity that causes it to spend billions of dollars on new jails and prisons.

Mayor David Dinkins of New York knows that his predecessor, Ed Koch, spent more than a billion dollars on new jails, only to see the inmate population triple in a decade, even as the city suffered a record number of homicides in 1990. Yet Dinkins has acquiesced in a scheme to spend more than a billion dollars for 5,500 more prison beds.

Carl T. Rowan

The U.S. Bureau of Prisons has become the fastest-growing element of the Justice Department budget. It wants a 24 percent increase, to $2.1 billion, to run federal prisons in fiscal 1992, including $314 million with which to build 3,600 new beds at $87,000 per bed.

For months I screamed that "We don't need new prisons, we need a Job Corps of the kind sponsored by the late Sen. Hubert H. Humphrey." Then someone told me about the best of best-kept secrets in America: The Job Corps is 27 years old, functioning marvelously, but woefully underfunded and sort of "hiding out" in an era when visionless politicians curse social programs.

I found out a couple of weeks ago that tucked away in a niche some 25 minutes from my home is the Potomac Job Corps Center, where 450 poor, at-risk youngsters find refuge from crime, drugs, hopelessness and are learning trades that almost guarantee them bright lives.

I went to the Potomac center and met a 17-year-old black female who had dropped out of school after getting pregnant. She thought that was the end of her world until someone steered her into the Job Corps where she has become a skilled bricklayer.

A 17-year-old male from Norfolk told me that he had been arrested for peddling drugs when he was hopelessly jobless and that he "would have died in one of the drug wars over turf except that I could run real fast." He ran all the way to the Potomac Job Corps Center where he has become skilled at carpentry.

At the call of John Peoples, the center's director, these youngsters (mostly black, but with significant numbers of whites and Hispanics) pour forth a moving gush of horror stories about what would have happened to them had they not been rescued by the Job Corps.

You watch these 16- through 21-year-olds becoming professional painters, mastering computers, learning other skills they once thought beyond their grasp, and you begin to think that we aren't going to have a generation of American kids lost to crime, drugs, ignorance, despair. And then you see the grim facts about how many of this nation's youngsters are being helped by the Job Corps. For this fiscal year the agency has a piddling budget of $867.5 million, which enables it to reach only 68,000 young men and women.

You see why we have the highest rate of imprisonment in the world, and spend some $16 billion a year to incarcerate more than a million people in our prisons and local jails. We spend next to nothing to help desperately at-risk children to avoid the lockups.

Only 1,037 of Illinois' 227,395 poor youth are in the Job Corps. Nationwide only 2 percent of the eligible, needy young men and women are getting a chance of rescue.

The mood of America is so driven by vengeance and revenge that the people will focus on expanding the death penalty. They think it proper to incarcerate 454,724 black men and Hispanics way out of proportion to their percentage of our population. But tragically few Americans will say that the money would be better spent on the public schools and in expanding the Job Corps.

Carl T. Rowan is a nationally syndicated columnist of the Chicago Sun-Times.

Mr. PERKINS. Thank you, Gus, for all your wonderful remarks. I certainly concur with you about the need for much more service to this section of the population.

But first, with Mr. Gunderson's indulgence, I would like to turn to the ranking member of the full Committee on Education and Labor, Mr. Goodling, for any remarks or questions that he may have.

Mr. GOODLING. I'm sorry I'm late. I certainly didn't want to miss two of my favorite people outside of government. How does it sound to say "outside of government," Chairman Hawkins and former Secretary Bell?

I, as did Chairman Hawkins, was always constantly fighting to keep the dollars for Job Corps and it came primarily from a personal visit to a Job Corps Center in Kentucky by this Chair's father, who invited me down there. I was so impressed with what I saw that I wasn't about to let them slash Job Corps even though there were those who wanted to do it, excluding me, former Secretary. I know all about that situation.

So it's good to see you out here lobbying for something that's near and dear to me. The next time you come it may be some issue that I don't agree with, although there weren't many of those.

Do you see any fine-tuning that needs to be done, Mr. Chairman, as far as the present Job Corps setup is concerned? Is there anything that needs to be done that should be done differently?

Mr. HAWKINS. I think there are some points that could be made in terms of a stronger curriculum that you and I, I suppose, would certainly agree upon. I think that more counseling could be integrated into the system. I think some structural changes need to be made in view of the fact that more women are now being made a part of the system.

But I think these would be minor, in my opinion. I think it really boils down to a matter of whether or not we think that this outlay is reasonable at this time so as to allow us to go ahead and continue the program—to get the additional Centers established. It is going to take time to select sites and to do the planning. So we're talking about several years away even today. In my opinion, to talk now about a program—what we're going to do four or five years from now to really get the enrollees in is really very difficult.

I think that some improvements could be made, Mr. Goodling, but I would not say they are major. And I think it boils down to whether or not we're going to expand the program to the additional Centers.

Mr. GOODLING. Give my love to Hilda and Elsie.

Mr. HAWKINS. I certainly will convey that. And in turn, I wish the best to you. I'm sorry that you and I, your lovely wife, together with mine, will not be doing any traveling in the future.

Mr. GOODLING. I just met with the Austrians for lunch, as a matter of fact. They invited us back.

Mr. HAWKINS. Thank you very much.

Mr. PERKINS. I thank Mr. Gunderson for his indulgence. This time I'd like to turn to him for any remarks or questions that he would have.

Mr. GUNDERSON. Thank you very much.

Mr. Chairman, I guess you will always be our Mr. Chairman.

Can you give me some suggestion in terms of what you believe this committee should do? Should we simply authorize expanded funds, "such funds," and leave the monetary decisions to the appropriators? Do you think there should be a specific authorized program that comes out of our focus on Job Corps? What in particular would you hope would define this committee's success?

Mr. HAWKINS. I hope you don't tinker around with any changes. I don't think any surgery is really needed. I think a very simple expansion giving the authority to embrace the 50-50 Plan in the time frame that has been suggested. There is a 50-50 Plan fiscal outline. I don't know if you have it or not. But I would stick to that pretty well. It merely brings into operation two new Centers. It updates the curriculum, increases classroom hours, offers some additional vocational training in the program.

They are rather boilerplate changes which I am confident would not offer any great problem on either side of the aisle, and to get this moving as quickly as possible. I would hope that the increased authorization would be included.

But other than that, Mr. Gunderson, I think this 27-year-old program has gone through a lot of scrutiny and I think it has justified itself. I am one who feels that anything that has survived 27 years in the shape that it has deserves being contained pretty well—I would hope that you would not make any drastic changes in it.

It's quite different from JTPA. It's a part of JTPA but as you well know, it serves a distinctly different group of individuals. I have never known really the program to be accused of creaming, by any means. I think they have stuck pretty well with the most disadvantaged. They are the individuals who don't have people before you to speak on their behalf. If some of us don't do it, it just is not going to be done. If you stick pretty well to the program the way it is, and the shape in terms of the 50-50 Plan, that's all that I think a reasonable person can ask.

Mr. GUNDERSON. Thank you.

Thank you, Mr. Chairman.

Mr. PERKINS. Gus, what do you think makes Job Corps unique from other Federal programs that we have? First of all, there are, I suppose, no other Federal programs designed to hit this particular element of the population in the fashion the Job Corps does, but what makes it so effective?

You look at the rates of integration into our society of 90 percent when you count the military component of it—why is there such an effectiveness with Job Corps?

Mr. HAWKINS. Mr. Perkins, I think, first of all, it's comprehensive. We deal with individuals in terms of segments. We want to either educate or deal with their health problems or deal with their family situation and whatnot.

Here's a situation where we put all of the pieces together. These individuals not only receive some education but they will have their health problems looked after. They will be living in a wholesome environment in which their food situation will be the kind that will be palatable to their education. They will get the counseling that they need. They will get really the support from both management and labor.

They will not be, in a sense, tossed back and forth between two competing groups. The business interests involved will be those who provide the jobs. So their future, in a sense, will be secured because they will be learning what they should be learning in order to go into life careers.

All of these pieces are put together in one package. We very seldom do that, as you well know. The coordination of all of these forces, I think, is the thing that makes it very effective.

They are not running away from the most disadvantaged. There's a human tendency, I think, to try to deal with those who are less troublesome to us. When we select staffs, we don't want problems. We are looking at the most competent ones possible. I think the employer wants a job-ready individual; not someone who is going to offer trouble.

I think a teacher prefers to teach those who come from affluent families, not because they have any bias against others but because it's more wholesome—it's easier to do.

I think that that makes most agencies not the type who are equipped to handle these young people.

The Job Corps has never run away from these problems. And if we don't expand it, we are simply assigning these individuals to neglect.

As I say, and I hate to keep repeating it, they are going to end up on welfare, they are going to end up in our jails and prisons. We are making that selection. I think that's unwise. I think for a country as rich as ours it is immoral as well as economically unsound. Here is where we can converge all of the right things and support a program that I think has all of the right ingredients in it.

Mr. PERKINS. Gus, do you think that we can expand Job Corps at the rate called for in the 50-50 Plan and still maintain the same viable functioning program that's turning out the high percentage numbers that we're seeing today?

Mr. HAWKINS. Yes, we're talking about over a decade and we're talking about not getting into any substantial additions until 1995. It's going to take several years of planning, site selection, and things of this nature. So we're talking about two or three years of preparation. If you approve the Plan now, that's what we're talking about.

I think we have the will. I think we have the know-how. I think we have the people out there. We've worked with them over the years. I mentioned just one here today but we have many experts out there whose talents are not being used that we can call on.

If I may, just—it's an oversight—pay my respects to Secretary Bell. I know that he was a witness before the full committee many times. I know sometimes we gave him a little rough time when he came before us. But at all times we had great respect for his credentials. And I have, subsequent to those earlier days, tried to get him to come back before the full committee to testify because I found out that sometimes we were wrong and he was right. I want to indicate today that we appreciate all that he has done in the field of education.

It's people like that, if I may so, who are out there who need to be called upon in the general field of education. There are many in employment and training that have graduated from this committee

who need to be used. I think that by pulling that talent together we could do a lot more than what is envisioned in this 50–50 Plan. And I'm quite sure those who support the 50–50 Plan would want to expand it if necessary.

Mr. PERKINS. Mr. Chairman, I certainly could ask you questions as long as you would care to stay but I understand you needed to be out by 2:30—I've already detained you a little bit longer than we intended to, but I thank you very much for your testimony. I look forward to seeing you many, many times in front of us on a whole variety of issues in the future.

Mr. HAWKINS. Thank you. I have always enjoyed this subcommittee and the full committee. I certainly count it a real pleasure to come back.

Things look quite different from this viewpoint—I want you to know that. I'll be looking down on you. Thank you.

Mr. PERKINS. We're going to depart a little bit from normal schedule. I understand Secretary Bell has got to be leaving fairly quickly as well, so we're going to ask him to be the next panelist by himself so we can try to accommodate his schedule. With that we would like to ask the former Secretary of Education, Dr. Bell, to come forward and we would welcome Secretary Bell. It's a pleasure to have you with us today. We'd like to turn it over to you for any remarks that you would like to give us today.

STATEMENT OF HON. TED BELL, FORMER SECRETARY OF EDUCATION

Mr. BELL. Thank you, Mr. Chairman, Mr. Gunderson, Mr. Goodling. It's a pleasure to be here. I must confess that when I came in this hearing room it brought back a lot of memories and maybe a little knot in my tummy. But memories of my appearing here before this committee have been very pleasing.

I should say at the outset, Mr. Chairman, that I serve on the Board of Management and Training Corporation. This company operates 20 of these Job Corps Centers. I think they have more Centers under their responsibility than any of the other contractors. Out of the top 10 Job Corps Centers, 5 of them, if I may brag a little bit about Management and Training Corporation, are MTC Job Corps Centers; they do an excellent job in operating these Centers.

I appreciate the opportunity I have to appear before you and to speak on behalf of the legislation that you're considering—the 50–50 Plan. I am pleased to be here in company with a lot of others that are enthusiastic supporters of Job Corps.

I've been involved in Job Corps for many years, dating back prior to my Federal service, in being a supporter and an enthusiastic cheerleader, so to speak, for Job Corps.

Throughout my years of Federal service, I served as U.S. Commissioner of Education during the Nixon-Ford years and then came back to serve as a Secretary during the first term of the Reagan years.

I've watched the Job Corps take the most at-risk students that we have, these troubled students in our society, and help turn their lives around and do this in an extraordinary manner—consistently

doing it. The toughest education problems you face are these students. I think we're fortunate because we're seeing now a resurgence of interest in education by the Congress. There's always been high interest but there's an especially high interest now, and by the administration and the general public.

It's obvious from all of that that we need to look at the needs of all students, and surely these students, in looking at that. Whether in the schools or in these Centers or wherever they are, we need to be doing everything we can to more effectively educate our population.

Just last week The Washington Post reported that many public schools are finding that they need to teach social skills to their students, and this is taught very effectively in Job Corps. Youth today are finding it more and more difficult to get the kind of education that Job Corps offers.

I just express my admiration for the 27 years of service that Job Corps has offered to American education. It has been a great role model for all of education. The job placement record, all of the aspects of the program, have just been very, very commendable.

I think the high Job Corps graduation and placement rates are due in great part to the comprehensive nature of the Job Corps program and the experiences that they have, and the quality of the staff that they have. I marvel that they are able to attract and hold the staff that they've had.

I think, except for our prisoners themselves in the prisons that we operate, that the most difficult education challenge is faced by those who operate the Job Corps. Students come in reading at a very low grade level in school. They've had difficulty in school—they have not succeeded. Some of them have had some quite bitter experiences.

So when these Job Corps students arrive for more instruction, they've been programmed, they've been psychologically treated in a way that makes it difficult to motivate them.

The educational objectives of Job Corps, including the basic academics and vocational skills, have not changed through the years. But our effectiveness in meeting the needs and the experience that we've had—in Job Corps they've learned and gotten to be better as they move along—has caused us to have the high rate of completion and GED certificates. All of this is part of the fantastic record that they have.

We need to expand the opportunities that we offer there. As has been said and as others will say, and I won't spend your time to go into it, we do have a large, large number that could still be accommodated by Job Corps.

I just wonder where else you could go and get a 47 percent return on your money. And for every dollar spent, if you get $1.47 back—and that's been proven by the economists that have analyzed this—I think this has to be one of the highest priority appropriations and programs that the Congress can support.

So there are many reasons to be proud of Job Corps and to also expand it. I believe with the success we've had and with the experience that we've had that we won't have much difficulty in absorbing, with the period of time as Chairman Hawkins indicated, to open this many more Centers, I don't think we'll have much diffi-

culty in providing them and meeting those needs and keeping the quality up.

Just to move through my testimony quickly and not take too much of your time, I just want to emphasize that the Job Corps environment that's been established, the experiences that they've had, the stability of the staff is a remarkable thing, that keeps the programs going—all of these are very, very positive items.

I would just like to also emphasize and commend the Labor Department and those that administer this program that they do a good job of evaluating it. These Centers are rated and they are evaluated on objective criteria, and I think this is one of the secrets of the success of Job Corps, that there's constantly been that evaluation and that rating. The Centers are ranked and through that there's a lot of challenge for them to get to be better and to meet the challenges that face them in that regard.

I just would emphasize that we could use many more Job Corps Centers than those that are provided in the 50–50 Plan. I emphasize that there's going to be plenty of opportunity to phase in these additional Centers. So I don't believe that we should be concerned about our ability to expand and still maintain the quality that we have. By expanding these Centers by 50 more, we'll be able to serve 50 percent more youth than we've been able to do in the past.

I just say in closing, what better way to invest our money in these fantastic institutions? In many ways, the most remarkable educational institutions that we have in American education.

So I'm pleased to be here and express those views to you and I thank you for the opportunity to do so.

I would be happy to respond to questions.

[The prepared statement of Hon. Ted Bell follows:]

STATEMENT OF HON. TED BELL, FORMER SECRETARY OF EDUCATION

Mr. Chairman, members of the subcommittee, I appreciate the opportunity to testify before you today regarding educational benefits of Job Corps and the FY 1992 50–50 plan. I am also pleased to be in the company of so many esteemed advocates of the Job Corp program.

As a member of the board of directors for the Management and Training Corporation, an organization that operates 21 Job Corps Centers, I have been involved with Job Corps for several years. Throughout my tenure as the Commissioner of Education for H.E.W. and as U.S. Secretary of Education, I have watched Job Corps take in the most at-risk students of our society and help them turn their lives around with extraordinary consistency.

We are fortunate because we are beginning to see a resurgence of interest in education by Congress, by the administration and by the general public. It is obvious that more emphasis must be put on comprehensive education for students—whether in public schools, or in employment and training programs. Reading, writing, and arithmetic are only part of the big picture. Just last week, The Washington Post reported that many public schools are finding they need to teach social skills to their students. Youths of today are finding it more and more difficult to receive this type of education at home. Job Corps, which has provided these services for 27 years, could serve as a role model among employment and training programs in providing comprehensive education for students.

I think the high Job Corps graduation and placement rates are due, in large part, to the comprehensive educational experience the Job Corps student receives. More specifically, Job Corps' excellent educational instruction, Job Corps' quality center staff, and Job Corps' residential environment make it an effective educational program that should be expanded to serve more youth.

Mr. Chairman, Job Corps has, outside of our prisons, the most difficult educational assignment in our country. Most Job Corps students have already dropped out of high school, read at a 6th-grade level, typically have never held a job, and are mem-

bers of families with an average income of $5,355 a year. Job Corps is expected to help turn their educational failures around, help them achieve a high school education, and then make them job-ready. I am happy to say that Job Corps does just that.

Job Corps educational objectives include teaching the basics of academics—and students are encouraged to attain their G.E.D. degrees by the time they graduate from Job Corps. If you want to see an inspirational ceremony, just attend any graduation ceremony at a Job Corps center and see how much a G.E.D. degree can be appreciated.

But Job Corps needS help. Educational curricula need to stay current and should be updated. The demands of the job market are becoming more demanding as the need for skilled workers increases. That means Job Corps students will have to spend more time in the classrooms learning and attend advanced vocational training courses. Many employers also require computer literacy from employees. Currently, most Job Corps centers lack computers for administration of the center—much less for teaching the students. The FY 1992 50-50 Plan includes funding to alleviate these needs.

Mr. Chairman, Job Corps gives its students a quality education—but competent people are the reasons programs achieve their goals. Job Corps is no exception. Job Corps instructors and counselors are extraordinary people. They can't teach a few hours at a time and go home. They have 24-hour a day jobs. Imagine being responsible for 400 students that come from negative environments and having to help turn their attitudes around while teaching. Add to that the awesome responsibility of counseling students about drugs, health care, social skills and what is expected on a job, and you begin to see what Job Corps staff must accomplish.

Although these teachers and counselors do a magnificent job, they need your help. For instance, Job Corps has an average counselor-to-student ratio of 90 to 1. Many centers have even higher ratios. The 50-50 Plan would allow Job Corps to hire additional counselors that are specifically qualified to address problems such as alcohol and substance abuse.

I've spoken about the education Job Corps students receive, and about the dedicated staff that serves the students. Let me say a word about the importance of the environment of a Job Corps center before I conclude.

Job Corps provides something for its students that is essential to their success. That is, Job Corps provides a nurturing residential environment that teaches them lessons outside of the classroom. Students are given rules to follow. They are expected to keep their beds neat and clean and personal hygiene is expected. Students have access to counselors at any hour. Group sharing and team-building is taught. The social skills that many of us take for granted are often learned by many students for the first time on a Job Corps Center.

Mr. Chairman, when we take a close look at the childhood of most Job Corps students, we typically see troubles and despair. Job Corps is serving a very unique population. There aren't too many programs that seek out the students who are the hardest to reach and who have experienced failure most of their lives.

The facts are that Job Corps provides a quality education, has top-notch instructors and staff, and teaches life-skills outside the classroom. These facts are clear. The reason that Job Corps has remained a relatively small program after 27 years is not as clear.

Any time you have a program that has proven it works, it should be used to the greatest extent possible. You've already heard two other esteemed witnesses talk about the need in our country for more Job Corps Centers. I have gone on record in past years as stating the number of Job Corps Centers should be tripled! We have to serve more young people through Job Corps.

Expanding Job Corps by 50 centers to serve 50% more youth represents a promising and reasonable step in the right direction. Let Job Corps do what it does best and serve more students. If we do, we will see the day that Job Corps will shake the tag of "The Department of Labor's Best Kept Secret," and our country will see the glorious results.

Thank you.

Mr. PERKINS. Thank you, Mr. Secretary for the excellent testimony.

At this time I'd like to turn to the Ranking Member, Mr. Gunderson, for any questions or remarks that he might like to make.

Mr. GUNDERSON. Thank you very much, Mr. Chairman, and, Mr. Secretary, it's a pleasure and an honor to have you back in front of this committee.

Combine for us, if you can, your experience as a member of the Board of Directors of a corporation that manages Job Corps with your experience in the Department.

One of our challenges is obviously trying to meet all of the function 500 needs within the budget cap that was imposed upon us last year and we're going to have to make some difficult decisions.

First of all, give me some insight on the proposed 50–50 plan. It's a good phrase but, frankly, we can't do everything that is asked for here within our present cap unless we either dramatically change the cap or take money away from some other domestic program.

Have you been able to get a real analysis of not just the projected need but what the priority need would be out there?

Mr. BELL. I've thought about that a lot. I haven't had the access to the data that I had when I was Secretary, of course. I know you have to prioritize—resources are short. So you have to spend your money where it's going to do the most good. We have to look at the problems we have in our society.

And in doing all of that, I can't see where—and this is in the Labor Department, that Labor Education Department I labored with so much—but in doing all of that, I can't think of a higher priority. Now, maybe somebody else could—in a debate exchange they may cause me to turn my head a bit—but I can't think, Mr. Gunderson, of a higher priority for spending these dollars.

I used to debate this with Dave Stockman when he was in OMB, and he constantly wanted to slash the programs. He said to me—and you've heard it so many times—it costs as much to educate a Job Corps member as it does to send a student to Harvard. So what? Is this student of less value and this human soul of less esteem than the students who go to Harvard—great as that magnificent university is?

And then if we look at the results, the cost benefit, that's where I think we can see that coming along.

I heard Chairman Hawkins say, well, this is not going to come on-line until so many years from now. But I've lived long enough to know that so many years from now resources are in as big a demand as they are now. So I don't think we can be overly optimistic about all that many dollars that are going to be there.

But even given that, if I had to look at those dollars to be spent on human resource development and so on, I'd certainly give this top priority. Just the benefit you get from it and they're very, very troubled people, and the good that we do for them.

Mr. GUNDERSON. I have one other question that I would ask your insight on, and this may be one that you want to pursue and get back to us. The biggest criticism, as you know, of the program is the cost per slot. In 1989 it was $18,600. It's projected now to be close to $20,000 at the present time, I believe the department has suggested.

Do you have any suggestions as to how we might be able to maximize a little bit more for the dollar there? I understand the uniqueness of the program and all of that. But this is a part of JTPA and

when you look at the basic cost per slot in JTPA versus Job Corps, they are very, very different.

Is there a middle ground to be designed?

Mr. BELL. I think that we ought to all of us—and as a member of the board of one of the companies—I think that we ought to be doing all that we can to keep the cost down. But I would emphasize, Mr. Gunderson, that if we look at the length of time that a Job Corps corpsman is in school and then we look at the length of time that it takes to go through another institution and placed in a job—if you look at that, the total dollars spent at the job placement, and if you look at the percentage that are placed in the jobs, I think even that $20,000 will look to be a bigger bargain.

You take a university student in one of our premier institutions—especially our private Ivy League schools—and you look at what it costs to get through four years, and then placement either into graduate school or out in the world of work, and the short time, the relatively short time that a Job Corps is there, then that $20,000 a year doesn't look very high.

I don't want to skirt the cost issue—and I think that we ought to do everything that we can there. But I think we ought to look at that cost in relationship to that. We also need to know that the students' board and room and health services are all included in that, and those costs are external to that in a lot of other educational institutions.

What I'm saying is the cost of a student at Harvard or Yale in addition to the high tuition and other costs we usually don't factor in—health care costs and board and room and many of those other things—as we compare it with Job Corps.

Mr. GUNDERSON. Thank you.

Thank you, Mr. Chairman.

Mr. PERKINS. Thank you, Mr. Gunderson.

I would also remark on that subject. I think the length of time—the average stay for Job Corps participant—is right at seven months. And certainly when you look at $20,000 being a yearly cost, and then as you indicated, the cost at a quality institution of higher learning today is around $100,000 over a four-year period of time. You're talking about $13,000 versus $100,000 versus what segment of society you're trying to assist. It's quite a bargain in my book.

Now I'd like to turn to the Ranking Member on the full committee, Mr. Goodling, for any questions or remarks that he would have.

Mr. GOODLING. Thank you, Mr. Chairman.

First of all, Mr. Secretary, it's great to have you testify about what you believe without having a Stockman and a Meese around to interfere.

Mr. BELL. I'm a little more relaxed too, Mr. Goodling.

Mr. GOODLING. I do welcome you back. I think you have, more than any one person I can think of, served the children of the United States better, as I said, than any other one person I can think of, both as a Commissioner and then as a Secretary under very difficult and trying times.

Mr. BELL. Thank you, Mr. Goodling, I appreciate that, coming from you.

Mr. GOODLING. I was going to mention also that when I have my academy interviews, I remind those young people not to go if their parents want them to go, or their uncle, or their aunt, because it's costing the taxpayer $40,000 to have them go each year to an academy.

So in comparing those statistics, I think the $20,000 can be a bargain. When you look at the $20,000 in relationship to where those young people will be and what they would cost if we don't give them this one last opportunity to be successful—well, the expenses are just dramatic.

One question I was going to ask—with the changing times, technology and everything else changing so rapidly, do you think the component we have that deals with training and retraining and those who are responsible for providing the programs, are sufficient or should there be more emphasis in that area?

Mr. BELL. I know that we need to keep up to date and I know you know, being a former educator and school superintendent, there's an enormous amount of change going on right now in education, especially in the use of technology and education.

But as I talk to those in Job Corps, they are very progressive—and using a cliche, that cutting edge. So I think they are going to be keeping up. I think we need to provide the resources so these institutions don't fall behind. But I think we've been doing a good job of that.

I respect the contractors that operate this. It's a good business partnership in operation and education.

Mr. GOODLING. I thank you very much again, Mr. Secretary, for appearing before us—relaxed and ready to speak up.

Mr. BELL. Thank you.

Mr. PERKINS. I should mention it sometime—the full text of all the prepared remarks of all the panelists will be entered into the record so that there's no question you can summarize, whoever feels so inclined today.

I'd like to ask some specific questions about some of the things that you said in your written testimony.

Why is a low student to staff ratio so important for a Job Corps Center?

Mr. BELL. These students need so much individualized attention. Motivation is so important to these students. They've had so much failure that they need that personal touch so that their first experiences are successful. If they're not, then they don't want to try anymore.

That's why I think we need that low ratio there. I know it's very low. But as I've observed it and watched it, and I visited a number of Centers, it's really necessary. We need that guidance. We need that personal touch. A lot of times we need that one-on-one that's there. I don't think we'd get the benefit. I don't think we'd get the 47 percent return on the dollar if we didn't have that intensity of personnel working with them.

I know that salaries aren't as high as we'd like to see them for a lot of our Job Corps professionals. But rather than cut into the number of people and raise salaries, Job Corps management has been willing to hold to that standard that gets those results.

So I think to some extent the Job Corps teachers and other professional employees and so on, are giving their part, too, because their salaries are certainly not very competitive in the real world. But I think it is essential that we have that low ratio because of their special needs. Now, if they were a different type student then I think we could go to a different ratio there.

Mr. PERKINS. How do you think the 50–50 Plan is going to address the student-to-staff ratio situation, and particularly, what kind of effect is it going to have on drug and alcohol counseling?

Mr. BELL. I think that part of the reason that Job Corps has been so successful is that they have been able to turn students' personal lives around. Many of them come there and have come there for years and years with a lot of these drug and alcohol problems—long before we were as conscious of drugs as we are now.

I think the 50–50 Plan and the proposal will continue to address that. I think that it's essential that they do so. I know they are more conscious than ever before of these problems. I think they have learned more and more how to help students to overcome these substance abuse and addiction difficulties that they have.

Mr. PERKINS. Do you think that there is any other alternative to the residential program designed to treat all of the needs of an individual as opposed to a Job Corps-like program to impact this segment of the population effectively?

Mr. BELL. That's an excellent question, Mr. Chairman, and I've thought about it a lot.

I know that that's part of the cost that Mr. Gunderson raised in his question. I think it's just essential for these students that they start over in a different environment. The reason that it's been successful is we've taken them out of that environment where they failed. And I think the residential aspect of this program is essential to its success. I know that it's costly. I know that we take on the responsibility for the total student—the health care, the nutrition care, and all the rest of it, and the building of that self-esteem and confidence that's there—that it needs all of that, otherwise, they're going to be back in that environment again and it needs to be a 24-hour-a-day responsibility I referred to in my testimony—I didn't read that part, but that's crucial to us.

Mr. PERKINS. Mr. Secretary, I could ask you questions for a while but I understand you have a four o'clock flight at Dulles. We may have kept you too long already. So we thank you for your participation very much.

Mr. BELL. Thank you.

Mr. PERKINS. We urge you God speed to the airport.

Mr. BELL. Thank you very much. I'm on my way.

Mr. PERKINS. I see Congressman Downey is now present, returned to us from the White House where he was engaged in some unknown activity. We are pleased to have Congressman Downey with us and we're anxious to hear what testimony and words of wisdom he has for us.

STATEMENT OF HON. THOMAS J. DOWNEY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. DOWNEY. Thank you, Mr. Chairman.

Let me say what a pleasure it is to be here. I am here and I will only trespass a few minutes on your time to talk about the Job Corps program with which I think you are already probably much more familiar than I. The 50-50 Plan, which is before your committee and seeks authorization of some $1.16 billion, is, in my mind, money well spent.

We pay enormous lip service, Mr. Chairman, to the idea that children are our most important resource and then we treat them with the same disrespect that we have many other of our natural resources. We cannot simply allow children to be squandered.

The Job Corps provides us an opportunity to take some of the kids who have not had the same opportunities that you and I possibly have had in upbringing and gives them a chance to have skills, to have a future, and to be productive citizens.

I am concerned that the Job Corps Centers that we have in this country are insufficient to meet the needs. One of the points I wanted to make to you, and make clearly, was the need that we have in particular on Long Island.

Most people think of Long Island of the Great Gatsby days—a place that was the vacation playground of the rich. Would that this would be so.

We have a tremendously high rate of dropouts—almost 3,000 a year in 1988.

We have an unemployment rate that's about 6½ percent.

And we have the highest rate in my county of teen pregnancy outside of the City of New York.

These are not figures of which I am proud, Mr. Chairman.

One of the things that I believe can remedy this if we have the opportunity in various sites around the country to provide Job Corps, and we seek one for Long Island.

Let me make just one other point, if I might, and that is to do with the appalling rate that we see today of child support payments made by fathers to their spouses and sometimes spouses not taking care of children.

I have a proposal that I hope will meet with some interest by members of this committee which I will be introducing later on this year, called the Child Support Assurance Program, where a mother would have an established order of support and use that order of support to make sure that payments per child would be guaranteed by the national government. And the national government would then go find the delinquent family member—sadly in most cases, the male—and try to collect the payment from him.

This is a program that is being piloted in Mr. Gunderson's State of Wisconsin and we are doing it also in some counties in New York. Thirty percent of the child support enforcement programs are interstate cases, so it is simply not sufficient to have a State do this work by itself.

Where Job Corps would come in, as you divide up the universe of people who don't make child support, you find out that there are three categories: those people who can afford to pay but don't want to—for them we need to scare the living hell out of them.

And the second group that can afford to pay more but needs some help to do it—we need to address them a little more compassionately.

And then we have in the last group those who don't have skills, who need to understand that having children bears certain responsibilities. Here I would like to think that these particular gentlemen might be worthy of our consideration in a setting like the Job Corps, to make them understand that having children and not paying support is unacceptable not only to their families but to the other citizens of the United States. And for us to find effective and potentially useful work for them to do will be, I think, an appropriate role for government—and I see the Job Corps as playing an enormous role in that regard.

I will not take any more of this committee's time other than to say thank you very much for this opportunity to testify. I hope that you will move with dispatch to make sure that Job Corps and its attendant capabilities are enhanced by this committee.

Thank you, Mr. Chairman.

[The prepared statement of Hon. Thomas J. Downey follows:]

STATEMENT OF HON. THOMAS J. DOWNEY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. Chairman, I am very pleased to have this opportunity today to testify before your subcommittee in strong support of the Job Corps, and in particular, of the well-designed Job Corps 50-50 Plan. Rising unemployment and continuing projections of a severe shortage of young workers graphically demonstrate why we must invest in the education and training of disadvantaged youth.

Job Corps has the proven capacity to serve young people who are out of the mainstream. It provides economically disadvantaged youth the opportunity to improve their education, learn a marketable skill, raise their expectations of themselves and their future, and get a job. Both Job Corps trainees and employers who hire them know that there is no substitute for what Job Corps provides—self esteem and valuable skills.

Long Island, a portion of which I am proud to represent in the Congress, needs a new Job Corps Center, and I would very much like to see it benefit from the 50-50 Program.

While Long Island may have an image as an affluent commuter community, we share the same problems as most other areas of this Nation.

Our high school drop out rate is too high—almost 3,000 drop outs in 1988.

In February of 1991, the unemployment rate for Suffolk County was 6.2%.

Juvenile delinquency on Long Island is a significant problem—each year requiring that hundreds of juveniles be placed in facilities outside the home.

Suffolk County has the highest teenage pregnancy rate of any county (excluding New York City) in New York.

I wish I could say we on Long Island don't need the kind of service the Job Corps requires. But we do. Current resources are simply not sufficient to meet the needs of those young Long Islanders who need us the most—the so called "hard to serve" youth. Job Corps meets the needs of: the teenage parent who is illiterate, needs remedial education, skill training, vocational counseling and child care; young welfare recipients or their dependent children. Job Corps can provide the long term education and training that is needed by second and third generation welfare recipients; the drug abuser who might leave a drug treatment center without a drug habit, but whose future still depends upon a better education and a marketable skill; and the high school drop-out who needs to cross the bridge from poverty to a decent job.

As Acting Chairman of the Human Resources Subcommittee of the Ways and Means Committee, I helped to design the Family Support Act. During that process, much of the testimony we heard supported the notion that we had to invest in the education and training of welfare recipients. Like those who testified before us, we realized that the key to breaking the cycle of welfare dependency is an education which leads to a job.

Job Corps should be an integral part of a welfare to jobs program because: it serves single parents under 21 and their children *and* dependents of welfare recipients under 21 would also be eligible; it offers high school diplomas or GEDs; and it can provide needed child-care and parenting education.

In closing, Mr. Chairman, I simply want to reiterate that the Job Corps Program is a good investment that works. Job Corps returns $1.46 for each $1.00 investment. As I have discussed, the benefits to individuals and families are incalculable.

Because it makes sense to build upon your successes, the Job Corps Program should be expanded and that is what the 50-50 Plan is all about. It would add 10 new centers each year for the next 5 years, putting new centers in the areas of greatest need. With 50 new centers, Job Corps would be able to serve 104,000 people each year. By increasing the number of centers, reducing the ratio between counselors and students, and improving educational offerings at each site, the 50-50 Plan will better enable the Job Corps Program to reach those who most need its unique and proven form of assistance. For these reasons, this Plan deserves your support.

I thank the Chairman and my distinguished colleagues for this opportunity to testify before you today.

Mr. PERKINS. I thank Congressman Downey for his illuminating remarks as to the need for increased access to Job Corps Centers by the Nation's poor.

I would turn to Mr. Gunderson for any questions or remarks that he would have.

Mr. GUNDERSON. Thank you, Mr. Chairman.

Tom, thank you.

I have a question that was sparked by the language in your statement—I'm not sure whether it was intentional or not—where you say Long Island needs a new Job Corps Center. Do you have one at the present time?

Mr. DOWNEY. No, we do not.

Mr. GUNDERSON. So you need to start from scratch, per se?

Mr. DOWNEY. Yes, we do.

Mr. GUNDERSON. It would seem to me that part of our challenge has to be to really review the capital that exists today at the present facilities. What do we need to do, frankly, to keep some of those in operation at a decent level?

How close is the nearest Job Corps Center to Long Island?

Mr. DOWNEY. Steve, if I'm not mistaken, there are some in the city.

Mr. GUNDERSON. Okay.

Mr. DOWNEY. Let me give you some sense of distance. My congressional district out on the Island is about 45 miles from midtown Manhattan. If you're lucky you can do it in an hour and 50 minutes during a good day. It could be located on the far side of the moon for most of my constituents. Long Island has a population, just in Nassau and Suffolk Counties, of 2.8 million people. We have been associated with the problems of the City of New York and, unhappily, we have a lot of their problems spilling over into our community.

A location somewhere between the two counties would be helpful to serving the vast majority of Long Islanders who live within maybe 40 square miles of what is known as the Route 110 corridor in Suffolk County. That would be appropriate.

The idea that we would use the city Job Corps Centers is really inappropriate for us in terms of commute and also in terms of different population needs that they serve in the city.

Mr. GUNDERSON. Thank you.

Mr. DOWNEY. Thank you.

Thank you, Mr. Chairman. Thank you, Steve.

Mr. PERKINS. Thank you, Congressman Downey.

We'd like to call at this time the first panel: Thomas Thompson, National Vice President/Secretary of the Home Builders Institute of Owensboro, Kentucky; Robert T. Jones, Assistant Secretary, Department of Labor, and Bob Nelson, Vice President, United Auto Workers, Labor Employment and Training Corporation, Bell, California.

If we can have the three of you up here we would like to first turn to the long-time guru of Job Corps and training programs in general from the Department of Labor. The one, I am sure, who is going to illuminate all that we need to know before us today—how we're going to get this wonderful money and put all these Job Corps Centers into operation—and I'd like to call on Bob Jones, Assistant Secretary of Labor.

STATEMENTS OF ROBERT T. JONES, ASSISTANT SECRETARY, DEPARTMENT OF LABOR; TOMMY THOMPSON, VICE PRESIDENT/SECRETARY, NATIONAL ASSOCIATION OF HOME BUILDERS, OWENSBORO, KENTUCKY, AND ROBERT C. NELSON, VICE PRESIDENT, UNITED AUTO WORKERS-LABOR EMPLOYMENT AND TRAINING CORPORATION

Mr. JONES. Thank you, I think, Mr. Chairman.

Let me say it's a pleasure to be here for the first time in front of you as chairman of this subcommittee. I appreciate not only your efforts in this committee today but we will again see you on Thursday of this week to examine the JTPA program and its involvement in this whole effort to expand training opportunities to young people throughout the country. We're delighted to have this opportunity to participate with you in this discussion.

It's appropriate to review just for a moment employment and training programs in light of current work force challenges. We need to focus our attention on development of a more comprehensive and coherent job training approach by working closely with business, unions and schools in an effort to ensure a quality work force that is second to none.

We want to increase the number of American workers who participate in training or work-related education each year and to upgrade the quality of the American system for training and work-related education provided by business, schools, and government.

In doing so, we need to look at existing programs and pay special attention to successful models to assist us in designing long- and short-term intervention strategies to enhance the skills of the American work force.

Job Corps is a very significant tool in our current arsenal to enhance the employment prospects of disadvantaged youth. Job Corps is a targeted program, with a clear and narrow focus on serving the severely disadvantaged youth who are in need of further education or training. Over 80 percent of Job Corps students are high school dropouts, 75 percent read below the 8th grade level, and 70 percent are members of minority groups.

Job Corps has been successful in addressing multiple barriers to employment faced by disadvantaged populations. During the current program year, which began in July, the Job Corps will serve almost 66,000 new enrollees, and place 51,300 in jobs or further

education within six months of leaving the program at a cost per service year of $18,643, excluding the capital that's involved. It's important to take a look for just a moment at the major reasons that account for Job Corps success.

First, Job Corps provides a comprehensive set of services to combat multiple barriers to employment: vocational training, remedial basic education, social skills training reinforced by the residential living aspects of the program, medical and dental care, health education, family issues, counseling, and a variety of other services. The whole issue, as has been alluded to by your previous witnesses, of a comprehensive set of services is essential to the success of any of our programs.

Second, Job Corps integrates education, training, and support services in one physical location. We don't have to have young people traipsing all over town trying to find each of these individual services as they are needed in an attempt to try to serve them; but students are there for an extended period of time and services can effectively be delivered.

Third, Job Corps offers individualized, self-paced instruction. Competency based, open-entry, open-exit programs, mean that people can come into the system at whatever level, for however long, and be served immediately and directly with specific services focused on their needs.

Fourth, Job Corps uses high quality, standardized base curricula which can be tailored to specific populations and learning environments. This issue is one that the entire country will continue to focus on; the necessity for a higher quality and standardized curriculum to raise standards is already well at work in Job Corps.

Job Corps has upgraded its GED curriculum to meet the higher standards of the American Council on Education. Job Corps basic education curriculum is being revised to place greater emphasis on problem-solving skills and learning of higher cognitive skills, and Job Corps will ensure that its curriculum reflects new world class standards for English, math and science, history and geography consistent with the President's education strategy.

The vocational training provided by Job Corps has been designed to meet industry needs, with industry representatives verifying the skills needed. Organizations such as the Home Builders, the Operating Engineers, the UAW, and the construction trade unions provide training at Job Corps Centers.

Fifth, the Job Corps program offers long-term training—an essential issue for the success of these programs is the time that people can stay in the system, participate in all of the comprehensive services, and raise their levels of skills.

Sixth, the Job Corps program incorporates strong accountability and integrity systems. Firm requirements and program standards have been clearly enunciated to ensure that the Centers throughout the country maintain the standards of accountability in terms of dollars, physical facilities and the substance of programs necessary to make it successful.

This subcommittee today is considering a substantial expansion of the Job Corps program. Our understanding is you're discussing the concept of 50 percent increase over 10 years. We have some strong concerns about this proposal.

While Job Corps is a successful program, it is indeed expensive. The Department's 1992 budget request would increase the program capacity to 41,338 slots at an operations cost per service year of $20,249, exclusive of construction costs.

The 50-50 proposal being discussed by the committee calls for increasing the program by 50 Centers over 10 years. The Plan estimates that a one-time capacity outlay of $800 million in 1992 dollars would be required and that the increased capacity would add over $400 million in 1992 dollars in annual operating costs.

Current Federal budget constraints imposed by the deficit reduction agreement preclude such major spending increases without commensurate decreases in other domestic discretionary programs.

Moreover, the capital cost estimates are not based on rigorous, technical criteria and may well be underestimated. Our recent experience in acquiring, designing and renovating facilities for new Centers indicates that cost escalations are the rule, rather than the exception.

Subsequently, increasing the size of the Job Corps program could actually end up hurting the youth we're trying to help. Rapid expansion could dilute service quality and reduce successful outcomes. The proposed expansion poses a major threat to Job Corps' management strengths and program quality. There's some history here, Mr. Chairman, available to guide us. As a result of the doubling of program size that occurred in the late 1970's, management capability and performance seriously deteriorated.

Studies by the General Accounting Office and the Inspector General, completed in the early 1980s, confirmed this perverse outcome. It took years to rebuild management, create new systems to restore program integrity and reemphasize program quality at the higher level. We believe a significant portion of the problems were attributable to the rapidity and size of the expansion.

More recent experience just in starting six new Job Corps Centers, and trying to relocate others, shows that the process of locating, designing and rehabilitating facilities is more complex and time-consuming than the plan under consideration envisions. The time and effort which would be required to undertake an increase of 50 Centers would seriously undermine our ability to maintain the quality of programs at the existing Job Corps Centers.

Finally, the issue of the demographics should be examined. The raw numbers are misleading. While a review of the raw data on disadvantaged youth shows a potentially large pool of youth who would qualify for Job Corps, only a small proportion constitutes severely disadvantaged youth who need, desire, and can attend a full-time residential Job Corps program.

For youth who are more appropriately served in nonresidential settings, the administration's JTPA amendments will propose a new, year-round program to target intensive services to the severely disadvantaged.

It also is possible that expanding the program will change the population Job Corps serves from the severely disadvantaged to some other group. In essence, Job Corps will be creaming those who have better skills and more alternatives. At some point, recruitment will become difficult, less disadvantaged youth will be

enrolled, and the potential for creaming will increase as pressures to fill the higher program capacities are brought to bear.

In summary, Job Corps is an outstanding program. Its strengths lie in its unique program design and management. A large expansion poses many risks of undermining its fundamental strengths. The cost is very, very high in terms of dollars and potential negative programmatic impact.

We will continue to work with you in seeking ways to increase the quality of training and work-related education to ensure a quality work force. Development of a more comprehensive job training system which truly strengthens opportunities for disadvantaged and unemployed Americans to achieve economic independence is absolutely essential.

Job Corps is an important part of this training system and it contains very important lessons on successful models that we think will have to be implemented in other programs.

Mr. Chairman, this concludes my statement. I appreciate again the opportunity to be with you today.

[The prepared statement of Robert T. Jones follows:]

STATEMENT OF ROBERT T. JONES, ASSISTANT SECRETARY, DEPARTMENT OF LABOR

Mr. Chairman and members of the subcommittee, I am pleased to have this opportunity to appear before you today to discuss the Job Corps Program. Your letter of invitation indicates you want to focus on the success of the program and the "50–50 Plan" to expand the Job Corps.

It is appropriate to review employment and training programs in light of current work force challenges. We need to focus our attention on development of a more comprehensive and coherent job training approach by working closely with business, unions and schools in efforts to ensure a quality work force second to none.

We want to increase the number of American workers who participate in training or work-related education each year and to upgrade the quality of the American system for training and work-related education provided by business, schools, and government. In doing so, we need to look at existing programs and pay special attention to successful models to assist us in designing long- and short-term intervention strategies to enhance the skills of American workers.

Job Corps is a significant tool in our current arsenal to enhance the employment prospects of disadvantaged youth. Job Corps is a targeted program, with a clear and narrow focus on serving the most severely disadvantaged youth. Over 80% of Job Corps students are high school dropouts, 75% read below the 8th grade level, and 70% are members of a minority group.

Job Corps has been successful in addressing multiple barriers to employment faced by a severely disadvantaged population. During the current program year, which began in July 1990, the Job Corps will serve almost 66,000 new enrollees and place 51,300 in jobs or further education opportunities within 6 months of leaving the program at a cost per service year of $18,643, excluding capital costs for facility improvements and acquisition. It is important to consider why Job Corps is relatively successful with this population.

First, Job Corps provides comprehensive services to combat multiple barriers to employment. Job Corps students have numerous problems which must be addressed in concert in order for students to benefit from the training and education provided. A combination of vocational training and remedial basic education is essential in improving skill levels and enhancing the employability potential of students. The development of social skills is also very important and can be reinforced through the residential aspect of the program. At the same time, other needs of students (such as medical and dental problems, and personal and family issues) which may impair their ability to benefit from the program and succeed in the labor market are identified and addressed.

Second, Job Corps integrates education, training, and support services in one physical location; students do not have to travel from one program location to another to participate in education and vocational classes. Central management of all service provision provides an opportunity for staff to work as a team to address

interrelated needs and problems of students and allows for strong case management.

Third, Job Corps offers individualized, self-paced instruction. A competency based, open-entry, open-exit education program is provided for all students to improve their academic skills. The program is flexible enough to accommodate students with a wide range of knowledge and skills, from non-readers to high school equivalency levels. Vocational programs are also individualized, competency based and open-entry and exit.

Fourth, Job Corps uses high quality, standardized base curricula which can be tailored to specific populations and learning environments. Use of tested and proven curricula also enables centers to utilize diverse staff experience and expertise and ensures a base level of quality in academic and vocational programs.

Job Corps has upgraded its GED curriculum to meet the higher standards established by the American Council on Education. Efforts are ongoing to develop a comprehensive, computerized education management system to guide, correct and record individual students progress through all phases of the education program. The Job Corps basic education curriculum is being revised to place greater emphasis on problem-solving skills and the learning of higher cognitive skills, and Job Corps will ensure that its curriculum reflects new world class standards for English, math and science, history and geography consistent with the President's education strategy.

The vocational training provided by Job Corps has been designed to meet industry standards, with industry representatives verifying the skills needed in each occupational area. Organizations such as the Homebuilders, the Operating Engineers, the UAW, and the construction trade unions provide training at Job Corps Centers. This exemplary training approach will provide practical information in developing the voluntary system of industry-driven occupation skill standards called for by the President in his new education strategy. As standards are expanded to new industries and occupations, Job Corps may, in turn, expand its programmatic offerings.

Fifth, Job Corps programs offer longer-term training. Job Corps students often have such severe deficiencies they would not be able to successfully participate in a less intensive vocational training program. Some youth need greater education, training and social skills development then can be provided through a less intensive 3-4 month training program. Job Corps permits up to 3 years of comprehensive training and support services, although on average, students are enrolled for about 7 months.

Sixth, the Job Corps program incorporates strong accountability and integrity systems. Firm requirements and program standards have been clearly enunciated. Performance standards focusing on overall program retention, learning gains and placement have been implemented and have resulted in improvements in the quality of the program and increases in positive student outcomes. We are constantly reviewing the program's performance standards and outcomes in an effort to strengthen accountability.

This subcommittee is considering a substantial expansion of the Job Corps program—our understanding is that you are discussing the concept of a 50% increase over the next 10 years. We have strong reservations with such a proposal.

While Job Corps is a successful program, it is very expensive. The Department's 1992 budget request would increase program capacity to 41,338 at an operations cost per service year of $20,249, exclusive of construction costs. The "50-50" proposal being discussed by the committee calls for increasing the program through the addition of 50 centers over the next 10 years. The Plan estimates that a one-time capital outlay of $800 million in 1992 dollars would be required and that the increased capacity would add over $400 million (in 1992 dollars) in annual operating costs. Current Federal budget constraints imposed by the deficit reduction agreement preclude such major spending increases without commensurate decreases in other domestic discretionary programs. Moreover, the capital cost estimates are not based on rigorous, technical criteria and may well be understated. Our recent experience in acquiring, designing and renovating facilities for new centers indicates that cost escalations are the rule, rather than the exception.

Substantially increasing the size of the Job Corps program could actually end up hurting the youth we are trying to help. Rapid expansion could dilute service quality and reduce successful outcomes. The proposed expansion poses a major threat to Job Corps' management strengths and program quality. There is some history available to guide us. As a result of the doubling of program size that occurred in the late 1970's, management capability and performance seriously deteriorated. Studies by the General Accounting Office (GAO) and Inspector General completed in the early 1980s confirmed this perverse outcome. It took years to rebuild management,

create new systems to restore program integrity and reemphasize program quality. We believe a significant portion of the problems were attributable to the rapidity and size of the expansion.

More recent experience in starting 6 new Job Corps Centers, and trying to relocate others, shows that the process of locating, designing and rehabilitating facilities is more complex and time consuming than the plan under consideration envisions. The time and effort which would be required to undertake an increase of 50 centers would seriously undermine our ability to maintain quality programs at existing Job Corps Centers.

Finally, the issue of the demographics must be examined. The raw numbers are misleading. While a review of the raw data on disadvantaged youth shows a potentially large pool of youth who would qualify for Job Corps, only a small proportion constitutes severely disadvantaged youth who need, desire, and can attend a residential Job Corps program. For youth who are more appropriately served in a nonresidential setting, the administration's JTPA amendments will propose a new, year-round program to target intensive services to the severely disadvantaged. It also is possible that expanding the program will change the population Job Corps serves from the severely disadvantaged to something else. In essence, Job Corps will be creaming those who have better skills and more alternatives. At some point, recruitment will become difficult, less disadvantaged youth will be enrolled, and the potential for creaming will increase as pressures to fill the higher program capacity are brought to bear.

In summary, Job Corps is a good program. Its strengths lie in its unique program design and management. A large expansion poses too many risks of undermining its fundamental strengths. The cost is very, very high in terms of dollars and negative programmatic impact.

We will continue to seek ways to increase the quality of training and work-related education to ensure a quality work force. Development of a more comprehensive job training system which truly strengthens opportunities for disadvantaged and unemployed Americans to achieve economic independence is essential. Job Corps is an important part of our employment and training system and serves as one successful model training disadvantaged youth.

Mr. Chairman, this concludes my prepared statement. I would be pleased to address any questions you or the members of the subcommittee may have.

Mr. PERKINS. We always appreciate hearing from Secretary Jones and we look forward to asking him some questions at the conclusion of the testimony of the other two fine gentlemen we have with us.

We would like to turn to a gentleman from my own State of Kentucky. He is a National Vice President/Secretary of the Home Builders and he is going to give us some testimony today. We are pleased to welcome Mr. Tommy Thompson from Owensboro.

Mr. THOMPSON. Thank you, Mr. Chairman. It is indeed a pleasure to be before the committee today and members of the subcommittee to discuss the fiscal year 1992 Job Corps 50–50 Plan.

Mr. Chairman, I am a builder from Owensboro, Kentucky. In January of this year I was elected Vice President/Secretary of the National Association of Home Builders. In 1994, I will serve as president of this organization. Our Association currently represents some 155,000 building companies from across the country, and thousands of our members, I am happy to say, employ Job Corps graduates.

As the owner of a building business, I can tell you that when I first learned of the Job Corps 50–50 Plan I got very excited, for our industry has a shortage of entry-level workers that are properly trained for the construction trades. At the same time, there are thousands of young people who want and need Job Corps training. The 50–50 Plan gives us the best of both worlds.

Job Corps provides essential services to our labor force, our employers, and our industry. Perhaps its most important service is

that it provides our employers with trained workers that have much needed job skills and positive attitudes.

Mr. Chairman, as you know, the numbers and characteristics of workers that are entering today's labor force, particularly the construction industry, are changing dramatically. During the 1990s, the numbers of youth between the ages of 16 and 24 will decline by 8 percent. That's almost 2 million fewer entry-level workers.

At the same time, the number of poor, minority youth within this age group will increase. Our country needs to train these individual young workers. It makes sound business sense and I think it's really as simple as that.

In fact, the national syndicated columnist Carl Rowan most recently strongly advocated the expansion of Job Corps. He observed that the people who took him on a recent tour of the Potomac Job Corps Center "were not Job Corps workers with bleeding hearts. They were members of the Home Builders Institute, acting out of self-interest: they need the painters, the carpenters, the bricklayers, the computer experts that the Job Corps is turning out for their labor force in the 21st century."

Carl Rowan's observation is right on target. Our building industry is especially dependent on young workers. Job Corps currently serves 68,000 of our country's at-risk youth each year. Our industry and our country need more Job Corps graduates.

The 50–50 Plan would open 50 new Centers. The total number of youth that could enroll in Job Corps would climb to over 104,000 per year. That's 50 percent more youths than Job Corps currently serves. That's one-quarter of the Nation's 441,000 most difficult to serve, at-risk youth, and these youths would be job-ready.

Mr. Chairman, there's more good news to report. The educational arm of the National Association of Home Builders, the Home Builders Institute, recently completed an extensive study entitled "An Analysis of America's Construction Work Force."

This study confirmed an important fact: If our industry continues to rely on young, new male entrants to replace departing workers and fill new jobs, it would have to attract up to 20 percent of the total number of these new male workers to the labor force. It is obvious that we need to attract larger percentages of females to our industry.

I'm happy to report, Mr. Chairman, that through the leadership of the international labor unions and the HBI, that we are recruiting, training and placing more females into nontraditional construction trades in Job Corps.

The building industry represents a tremendous opportunity for females. There is a career ladder that can take women to the top of their trade. All Job Corps construction trades are now required to have a female enrollment of at least 20 percent. Through the 50–50 Plan, we will also conduct center construction projects to make Job Corps Centers even more accommodating to females.

Mr. Chairman, although we need many more young workers in our industry, we need more than just warm bodies to fill our job openings. We need skilled workers. Today's entry-level workers have to know more about their chosen occupations than ever before. They also have to be trained to handle new technologies. That's what Job Corps certainly does.

The industry's growing dependence on subcontracting has increased the need for workers with specialized skills. There's no such thing as a laborer anymore. Builders need workers who are trained to handle new technologies involved in building. We need workers who can calculate and are math literate. We need workers with the right attitude and, more than anything, the will to succeed. Anything else would weaken and hurt our industry, and the cost of that would certainly be eventually felt by all home buyers.

Job Corps provides its trainees with education, vocational training and with the proper job-ready attitude that our industry needs. The 50–50 Plan includes the funds to strengthen and enrich the education and vocational training programs that Job Corps enrollees will need over the next decade.

Mr. Chairman, as a business person, I have to always be aware of the bottom line. I'm happy with what I see when I look at the bottom line for Job Corps. This program is a proven deficit reduction tool. According to a major, longitudinal study conducted by Mathematica Policy Research, Incorporated, Job Corps returns $1.46 for every dollar invested. It does this through reductions in income maintenance payments. The costs of crime and incarceration and through increased taxes paid by graduates. I know that most people in business would be happy with a fraction of that return.

Mr. Chairman, I am convinced more than ever that we need the Job Corps 50–50 Plan. The 50–50 Plan is an investment in closing the country's skills gap, an investment in providing more skilled workers, and a sure-fire cost-saving tool.

I have seen firsthand how a Job Corps Center works. I am pleased about our industry's leadership in helping young people through Job Corps and I'm pleased to wholeheartedly endorse the Job Corps 50–50 Plan.

Mr. Chairman, thank you for the opportunity to make these comments to the committee.

[The prepared statement of Tommy Thompson follows:]

STATEMENT OF TOMMY THOMPSON, VICE PRESIDENT/SECRETARY, NATIONAL ASSOCIATION OF HOME BUILDERS, OWENSBORO, KENTUCKY

Mr. Chairman, members of the subcommittee, thank you for this opportunity to appear before you today to discuss the fiscal year 1992 Job Corps 50–50 Plan. It is an honor to be with you.

Mr. Chairman, I am a builder from Owensboro, Kentucky. In January of this year I was elected Vice President/Secretary of the National Association of Home Builders (NAHB). In 1994, I will serve as the president of NAHB. Our Association currently represents 155,000 building companies from across the country. Thousands of our members, I am happy to say, employ Job Corps graduates.

As the owner of a building business, I can tell you first-hand that when I first learned of the Job Corps 50–50 Plan, I got excited. You see, our industry has a shortage of entry-level workers that are properly trained for the construction trades. At the same time, there are thousands of young people who want and need Job Corps training. The 50–50 Plan gives us the best of both worlds.

Job Corps provides essential services to our labor force, our employers, and our industry. Perhaps its most important service is that it provides our employers with *trained* workers that have much-needed job skills and positive attitudes.

Mr. Chairman, as you know, the numbers and characteristics of workers that are entering today's labor force, particularly the construction industry, are changing dramatically. During the 1990s, the numbers of youth between the ages of 16 and 24 will decline by 8%. That's almost 2 million fewer entry-level workers! At the same time, the number of poor, minority youth within this age group will increase. Our

country needs to train these available young workers. It makes sound business sense. It's as simple as that.

In fact, the national syndicated columnist Carl Rowan most recently strongly advocated the expansion of Job Corps. He observed that the people who took him on a recent tour of the Potomac Job Corps Center "were not Job Corps workers with bleeding hearts. They were members of HBI, acting out of self interest: they need the painter, carpenters, bricklayers, computer experts that the Job Corps is turning out for their labor force in the 21st century."

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The industry's growing dependence on subcontracting has increased the need for workers with specialized skills. There is no such thing as a "laborer" any more. Builders need workers who are trained to handle new technologies involved in building. We need workers who can calculate and are math literate. We need workers with the right attitude and the will to succeed. Anything else would weaken and hurt our industry—and the cost of that would eventually be felt by every home buyer.

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I have seen first-hand, how a Job Corps Center works. I am pleased about our industry's leadership in helping young people through Job Corps and I'm pleased to wholeheartedly endorse the Job Corps 50-50 Plan.

Thank you.

Mr. PERKINS. I thank that good Kentucky testimony for shining through here. I appreciate those kind words and I thought it was a wonderful job.

We would like to turn now to Mr. Bob Nelson, whom I understand I'm going to be seeing again this week, a little bit later on,

and listen to any kind of comments that the Vice President of the United Auto Workers-Labor Employment and Training Corporation wants to give to us today.

Mr. NELSON. Thank you, Mr. Chairman. Though not from Kentucky, I'm a friend.

In my remarks today I am representing the International Union of United Automobile Aerospace and Agricultural Implement Workers of America, AFL-CIO, which I understand that your father was at one point a member of.

UAW has supported Job Corps since its inception in 1965 and continues to support Job Corps as an effective means of giving America's economically disadvantaged and high-risk youth the opportunity to gain the educational and vocational skills to enter into the mainstream of economic opportunity.

In 1978, UAW demonstrated its commitment to the Job Corps program by establishing with the Department of Labor the successful Advanced Automated Training Program in Clearfield, Utah, and more recently expanded the program by opening a parallel program at the Earl C. Clements Center in Kentucky.

UAW is committed to the principle of improvement of the quality of America's work force as the key to our competitiveness in the economic marketplace, and the need for training of America's current and future work force in order to achieve this.

We recognize that partnerships between labor, government, education and the private sector working toward common goals is the key to a quality work force. America's youth is the key to tomorrow's economic success for our workers, business, and for the Nation as a whole. It is for this reason that we look upon building programs that work, and that the UAW supports the expansion of Job Corps through the 50-50 Plan.

Job Corps has been the model of successful collaboration for various sectors, providing basic educational skills and vocational skills to at-risk young men and women from our inner cities and rural areas.

For the last 20 years, despite virtually no growth, Job Corps has stood out as a program that transforms young persons into productive members of our society and economy. The time is now to expand the program and make available the training and job opportunities to a much larger percentage of our disadvantaged youth.

In our experience with the Advanced Automotive Program, we have seen great changes in the automotive service industry; the introduction of high tech computer diagnostics; the use of sophisticated unitized body robotics equipment; the use of NC computers to perform engine machining; and computerized auto parts inventory, ordering, and fiscal management systems.

Our Advanced Automotive Training Program has incorporated this new equipment and training in these skill areas to give students the state-of-the-art competencies.

Entry into the auto repair and service job market today requires these skills, and these skills can only be acquired through programs like Job Corps. Were it not for Job Corps, the almost 4,000 graduates of the Advanced Automotive Training Program over the

last 10 years would not have had the opportunity for careers in this field.

Each year the automotive repair and service industry is becoming more sophisticated and high tech to meet the innovation being put into today's cars. Pre-training in many of growing career fields in America is a virtual prerequisite to enter into the job market.

More of America's inner city and rural youth will have the opportunity through the 50–50 Plan to access state-of-the-art training and job placement. Without these opportunities many of our youth will be destined to a bleak future, and the society and economy as a whole will lose.

We support the Job Corps 50–50 Plan as it, (1) it will maintain and improve the services offered by current Centers; (2) it will create 10 new Centers per year over a period of five years and; (3) it will allow a 50 percent increase in the number of youths serviced.

When the Plan is fully implemented it will allow the Job Corps system to serve one-quarter of the estimated population of poor, school dropouts and unemployed youth.

This program is good for the economy, it's good for the society, it's good for our labor force, and it will contribute to our productivity as a Nation. In short, the program is good for America, and the UAW strongly endorses the 50–50 expansion program.

[The prepared statement of Robert C. Nelson follows:]

STATEMENT OF ROBERT C. NELSON, VICE PRESIDENT, UNITED AUTO WORKERS-LABOR EMPLOYMENT AND TRAINING CORPORATION

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We recognize that partnerships between labor, government, education, and the private sector working toward common goals is the key to a quality workforce. America's youth is the key to tomorrow's economic success for our workers, business and for our Nation as a whole. It is for this reason as we look at the building programs that *work* that UAW supports the expansion of Job Corps through the 50–50 Plan.

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This program is good for the economy, good for the society, good for our labor force, and will contribute to our productivity as a Nation. In short this program is good for America. And the UAW strongly endorses the 50-50 expansion program.

Mr. PERKINS. Bob, I thank you for your good comments.

I'd like to turn to my distinguished ranking member and good personal friend, Steve Gunderson, for what I'm sure will be some illuminating questions and remarks.

Mr. GUNDERSON. We will try not to disappoint you, Mr. Chairman.

First of all, Secretary Jones, can you indicate to us what the administrations fiscal year 1992 budget request is, and how that would compare with the 50-50 Plan?

Mr. JONES. I have to find the exact number, but it's based on the $20,250 number that I gave you. The total, with construction and operation, is $867.5 million for 1992. That supports 41,300 slots at an annual unit cost of $20,250, exclusive of capital, as I indicated.

Mr. GUNDERSON. That includes four new Centers?

Mr. JONES. Six.

Mr. GUNDERSON. Six new Centers.

Mr. JONES. That figure includes only two—if you will recall, given the budget ceilings—the original plan was six, but we had to cut back to two, given the dollars available.

Mr. GUNDERSON. How do you choose where those Centers go?

Mr. JONES. We did it on a competitive basis with a series of indicators that dealt with the needs based on numbers and location of disadvantaged youth, availability of facilities, potential for linkages with other education and training programs, and potential for linkages to serve individuals with significant barriers to employment.

Mr. GUNDERSON. Do you base it by State?

Mr. JONES. We did it nationally. But there are several States in which the available youth population versus the number of Job Corps beds is very low, and in some others it's very high. So our assessment tended to focus, certainly, on places where there was greater need. But it also depends on the facilities that are available and the costs that are relative to putting a program in place.

Mr. GUNDERSON. If we were to fully fund the program, what kind of numbers would we be talking about?

Mr. JONES. Fully fund——

Mr. GUNDERSON. Job Corps.

Mr. JONES. [continuing] under the current plan?

Mr. GUNDERSON. Under whatever plan we would use.

Mr. JONES. To what level? I'm not sure.

Mr. GUNDERSON. To meet the need.

Or does that change based on the money that's available?

Mr. JONES. No, I think the question is what's the need. The need is not just disadvantaged youth, as it might be if you're looking at JTPA or Chapter 1 or something else.

Job Corps is a very specialized program. We take people out of their home environments and send them away for 12 months into a faraway part of their community, as Congressman Downey was pointing out, and they stay there for that period of time in the routine that's expected.

And with the students coming from the kind of background that these people are, there's only a certain percentage that are going to succeed in that environment. Right now we lose about 23,000 participants in the first 90 days—that's of those who agreed to come. It doesn't include those who didn't.

So the question is what is the total number of those who in fact would succeed in that environment?

Mr. GUNDERSON. Did you say 23,000 drop out the first 90 days?

Mr. JONES. Yes, sir.

Mr. GUNDERSON. And you believe the primary reason for that is location and distance from home?

Mr. JONES. It's not just the location. I think it's very difficult for people from a very broken environment to leave their communities and family structures, or whatever they happen to be, go to a different setting, even if it's close by—as it might be in New York City or Los Angeles—and then stay there 24 hours a day for an extended period of time and follow a very regimented routine.

And even those who agree that it's a good thing and they'd like to go try it, find it very difficult to adjust.

That figure is not a failure rate figure. It's just the fact that there are certain people who can succeed in the Job Corps environment and there are many others who cannot and do not—the same as we find people dropping out of standard classrooms and doing quite well in an alternative setting of some sort. Some people work well in some settings and some others don't.

So any expansion you want to undertake of a Job Corps kind of program, we need to figure out what we really think the absorption rate is, and that's very difficult to do. Even today, with some 60 contracts for recruitment and spending some $20 million a year recruiting and finding people coming into the system, we still maintain a capacity utilization of something less than 100 percent, but right around it.

Mr. GUNDERSON. Prioritize for me within Job Corps : to what degree is your top priority program expansion through the building of new Centers; to what degree would it be program modernization of existing Centers; to what degree would it be outreach; and to what degree would it be staff development?

From the Department's perspective, where are the greatest needs today?

Mr. JONES. We've made a commitment to quality for the last number of years, and I would argue policy-wise that that commitment should always be in place. The success of Job Corps has been based on its quality. And if you don't invest in maintaining the quality of the system you have in place, expansion is totally irrele-

vant as we saw based on the expansion of the 1970s when we lost quality.

There are three pieces to that. One is the ability to manage the system itself, which, as you know, is a major issue. We put a great deal of effort into that process, both in training and in development and maintenance of systems to support management of the multimillion dollars it takes to run a Center, and to effectively do it.

Secondly, is the quality of the services that are in place—the comprehensive services, the level of education and skill training, the level of vocational training. Every piece in there has to be maintained at the level that we think appropriate for those young people if, in fact, you're going to come out 12 months later with the kinds of learning gains and placement rates that the program currently has.

Lastly, is staff development and management. It's a very heavy responsibility to have people 24 hours a day for 12 months a year with the kinds of problems this population has. And you range in problems from drugs, AIDS, and all kinds of social issues that have to be properly managed and taught, and you have to invest in the services and have the staff to deal with them.

Those three things are absolutely essential above and beyond anything else if we're to continue to have a successful model. And in fact, it's many of those lessons that we will take into discussions of the JTPA system and into many other arguments because it works. If we don't focus on the quality, the rest of it doesn't count.

Mr. GUNDERSON. I don't know if Mr. Thompson or Mr. Nelson would like to answer this, both of them can respond if they would like.

To what degree can we serve the same constituency and serve your same industry needs by also opening up the Apprenticeship Program, which is a fairly restrictive program today? We are getting a lot of complaints from minority groups and others that it is difficult to get into the Apprenticeship Programs.

To what degree can that expansion also serve part of the constituency needs that you find within your respective industries?

Mr. NELSON. One of the biggest concerns is that the typical Apprenticeship Program in the manufacturing industry ranges anywhere from three to five years. It's very, very difficult to obtain the commitments are such programs of long-range commitment such as JTPA, such as State-run employment and job training programs.

Right now most of those programs are on an annual cycle funding basis and it's very, very difficult to administer those. And we then, with State-approved apprenticeship programs over the three- to five-year period, it can be done.

Right now the California Employment and Training Panel in Sacramento is going through an exercise to try to weave the Apprenticeship Program into the State-run program. I don't know what efforts are being made in terms of the other unions so I really can't speak to that, except UAW.

Mr. THOMPSON. Mr. Gunderson, I would think from our industry side, and speaking from the perspective of my community, which is pretty much a small community, there's just an absolute absence of many apprenticeship programs, period.

The time commitment of being involved in it, the availability of people that are in it for the trades that we need versus the Job Corps program, the skills that are taught there, Job Corps provides a little bit better match for the type of worker that we need.

Now in larger cities where there are more programmed and viable apprenticeship programs, there have been certainly some benefits to the members of my industry who rely on graduates and people from those types of programs.

But in a lot of small communities, you just simply don't have the existence of many viable programs in the apprenticeship arena that can provide us with the type and quality and number of workers that we need today.

I would just encourage both of you—and I appreciate your commitment to Job Corps and Job Corps' clearly institution-based industrial or vocational training, to understand that not everybody is going to fit into this institution mode. And I just ask you to share your same commitment to training on the institution base when you look at your apprenticeship programs.

I have to tell you, I think there's a great disappointment in America today that apprenticeship programs are restrictive, that they're not open to minorities, that there is not a chance for people most in need to get into them. Certainly the appeal process and other elements like that leave a great deal to be desired. And I'm asking both of you to just extend your commitment from this area to also review the whole apprenticeship program as well.

Mr. GUNDERSON. Thank you.

Mr. PERKINS. Thank you, Mr. Gunderson. I always enjoy listening to the remarks that you have for us.

I am indeed pleased to see this panel in front of us. I really do like having Mr. Jones, and behind him Mr. Rell, here. It wasn't too many years ago that I recall had Mr. Rell in here and I was in a right grouchy mood that day. At that time there was a proposal to close about 10 Job Corps Centers, which I wasn't terribly fond of at the time. I told them I wasn't going to let it happen. Pat Williams and I put a little amendment on the appropriations bill and we stopped that from happening at that time.

We've made great progress since then. Because today we see coming in for proposal six new Job Corps Centers—two under the budget. So I'm glad that we've gone from 10 down to 2 up, and that is a distinct movement in the right direction.

I appreciated many of the remarks that Mr. Jones had about the Job Corps program itself. I think they were relevant and I think they were good remarks. I think, indeed, it is a successful program.

I want to ask you a couple of questions, Bob, but I'm going to just point out a couple of things first. I think you really believe in the Job Corps program. I believe that you are constrained by certain budgetary situations put upon you by those outside of your immediate control that require you to voice what you said later on in your testimony.

Consequently, I'm not going to pay any regard whatsoever. I just want you to know that right up front.

I want to point out also that the expansions that you talked about in the 1970s—I think any time that you have expansions there are problems created inherently because of that. A Mathema-

tica study—I know this was a 1982 study that was a longitudinal study well after the completion of that expansion. So if we have even more efficient programs before that, that's good.

But what concerns me is that we have about 31 million—I guess in 1989, the report I was reading—31 million at-risk people; and we're basically, in the JTPA, hitting about 1.8 million of them. When we look and we see what we're hitting with just another 41,000 Job Corps people, I'm seeing a segment of a society that has the greatest potential for return not being adequately addressed. That disturbs me and that bothers me.

Let's just assume for the record, Bob, that these budgetary constraints aren't upon you, and you're talking about some way of expanding the program. The size of the Center itself—that, to me, is a pretty important question.

What is the optimum size of a Job Corps Center that you think would maximize efficiency?

Mr. JONES. Mr. Chairman, let me also just comment on the first part of your question.

Today we spend—and we'll talk about this on Thursday—from about $2,000—$2,500 a slot in JTPA—the Job Corps is $20,000 a slot. And I really think that your comments about the broader population are very well taken. And the debate that is in front of all of us is how to serve that larger number, or a hunk of the larger number, and what ways to do so successfully. It ranges from some not very good programs, I would think, on the low end to some very good ones on the high end, and what lessons we can take from these programs and some other options.

I think that's probably where both of our discussions are headed.

I think that the optimum size issue, again, has a lot of history behind it—and you're familiar with it. We have seen some very large Centers that we don't think are a good model for expansion or good management—and if you stay with the quality issues I outlined a few minutes ago, they are very, very difficult in those kinds of settings.

Now, most of the proposals for expansion that we have discussed and reviewed tend to focus in the neighborhood of 250 slots per Center. You can obviously go something above that without much of an issue. You don't want to go below that—you get into some real problems of cost effectiveness.

But I think that we would all urge you to stay away from the kinds of very large Centers which create a whole set of problems of their own. That's an experience not unusual from other institutions of the same size.

Mr. PERKINS. Let me ask in regard to that as well. I appreciate those comments because that is a concern.

In terms of the location of these Centers, one member on the Republican side—not this one—a very good friend of mine, and basically a very enlightened member for such a political persuasion, has remarked to me that he's quite concerned about some Job Corps Centers that he is dealing with because of the crime rate; that some people that have gone to the Centers have then been discharged—they have been in a city environment with a network within the Center itself. And he has been very critical to me of an urban location, quite frankly, for these Centers.

What is your position on that? And what is your outlook on it?

Mr. JONES. Two comments I'd make. One is, the history of the program has shown a very distinct change and a very noticeable success rate of keeping young people in the Centers through completion when they are located more closely to the environments from which they come, as opposed to the early days—again, you're familiar with—where we really operated under the philosophy that it was good for people to take them from the city environment and send them out West or something like that. The high AWOL rates and very low enrollment and retention rates associated with distant center assignments indicate current policy is much more successful. And there is a given policy in our program to keep the young people, to the maximum extent you can, as close to their home environment.

I would continue to point that out, and it continues to be true today and probably truer than we know.

We have had, on occasion, some difficulties, as you just expressed, in a couple of urban Centers. I tend to think that's less to do with the fact that it is an urban Center than it is with the particular issues around managing such institutions.

And one of the notable cases where we had some of those difficulties, we were quite successful in working with the city fathers and bringing them into the management process—which they had tended to ignore—and participate with us. And when that happened, we were able to successfully address the problems that were there and not have the kind of interchange that you just described. It certainly is a different management problem. But I would hate to see us walk away from locating the Centers as close to the needy population as possible.

Again on Thursday we will talk about an experimental program in which we're doing the same thing—we're moving these grants right into the inner cities where the young people are, with visible Centers that they can participate in, that they can relate to as a way out of their current environment. And if we don't keep working on that issue, and accept the management responsibility ourselves, we're not going to convince them that they can succeed by sending them a thousand miles away.

Mr. PERKINS. I thank you for your comments, and certainly we look forward to working with you as we begin the expansion of these Centers and want to get your input on the most efficient and best way of accomplishing any expansion that we do.

Mr. Thompson, again I'm very pleased to have you with us. I appreciate, as I said earlier, the fine testimony that you had.

In Kentucky, in the Owensboro area, for example, what kind of need do you have?

You've expressed that you don't have good apprenticeship programs or other training programs. What sorts of job openings are there presently for those that would be trained by a Job Corps kind of program to come into?

Are there waiting lists for those sorts of people or what sort of situation exists?

Mr. THOMPSON. Mr. Chairman, fortunately, unlike a lot of other places in the country and the economic environment that we're currently in, our area in Kentucky and in the midwest has general-

ly been pretty strong over the last year and a half, and our construction activity particularly has been fairly strong. We certainly have noticed an ever increasing shortage of entry-level skilled construction workers.

We utilize a lot of subcontracting companies, and those subcontracting companies, needless to say, provide a lot of employees to our jobsite for us that are in the building business. And it's very important that we have capable, competent people that are working for those subcontractors so that we can do the job right the first time.

One thing we're seeing today in our business, Mr. Chairman, is the demands that the public is placing on quality. And obviously, the ability for us to deliver quality is correlated directly to our ability to have competent people working on the job.

Mr. PERKINS. Let me ask about that specifically.

What sorts of quality have you found with Job Corps graduates in the Home Builders Association that you've had association with?

Mr. THOMPSON. Certainly with the subcontracting firms that we've dealt with that we know have used, and are utilizing Job Corps trainees, first of all, their skills have been certainly equal to, if not better, than employees that have come to those subcontractors from other vehicles.

Their attitudes have been very positive, which is so important in a business; and their desire to do a good job and do it right the first time.

So those are the assets that we've seen that have been possessed by a number of those trainees that has been very positive.

And, yes, we certainly could use more people possessing not only those types of skills, but those types of attitudes.

Mr. PERKINS. In terms of the 50–50 Plan, do you think that with the expansion that is envisioned in the plan, within your industry, would there would still be sufficient slots to handle that kind of an expansion?

Mr. THOMPSON. I think it would, because, as simply as I mentioned in my testimony, we're seeing a shrinkage of the prime work force age—that age between 16 and 24. We're seeing absolutely the number of skilled people there that are shrinking. So if we had an opportunity to have a broader outreach where we could go out and reach more people and train them to be effective skilled workers and bring them into the trades, I foresee some opportunities for sure for them to be placed.

Because when you look at the 1990s in terms of household formations, which drive housing demand, the Harvard Joint Center studies have shown that we are going to need about 12 million new units during the decade of the 1990's just to take care of household formations, which translates into 1.2 million housing units per year. And then you add what we need because of demolitions and because of the new immigration laws, we're going to have a demand for housing and we've got to have skilled people to build that product.

We need more skilled workers, and I believe that the Job Corps expansion can provide that as well as, certainly, giving us the opportunity to place them by having the people come out of that qualified program.

One final comment—really illustrated the need to me, Mr. Chairman, for this enrichment and expansion of the program—when I flew in from Kentucky last night and checked into the hotel very late and got the local news and saw the situation happening here in Washington, DC, unfortunately. And I said to myself, what would be the situation if many of those people that were participating in that had an opportunity to be involved in a career enriching program where they could be entertaining a vocation and enhancing themselves and giving themselves an opportunity to extricate themselves from the posture of being a dependent on society to one of being a productive member of society.

Mr. PERKINS. Those are apt comments and I certainly think that they are accurate. I appreciate your comments, Mr. Thompson.

Mr. Nelson, you talked about your Advanced Automated Training Program.

What do employers say about the Job Corps graduates that they hire?

Mr. NELSON. I think the number one thing is that they have learned a work ethic, which is a very, very important ingredient—that they appreciate the value of work and their dedication to putting in an hour's work for an hour's pay, which is not always the case in the work force in America.

Recently, New United Motor in Fremont, California, which is a joint GM-Toyota venture, has hired 12 Job Corps graduates. One of them recently has just been promoted to be a supervisor on the line. They are in assembly jobs, they are into engine-building. Their average salary—and some of them have only been on the job for about three months—is over $12.50 starting.

New United Motor now has sent auto bodies to the Clearfield site for these Job Corps folks to learn on because they're making a continual commitment to hire more and more of them. The reason is, not only the good training, not only the fact that they completed the GED, not where they came from, not what color they were, or anything, but they had work ethic and skills on the job that was comparable, if not better, than workers that were hired.

I think that's what Job Corps is really all about. That change that takes place in a person's life when they decide to dedicate themselves to something, put themselves behind it and shown in their work habits on the job.

As you know, the auto industry in general right now is not in the most healthy situation, and I know that if it was that we would be able to repeat some of the things with General Motors and Chrysler.

But, as I say, in that joint venture, which is half-owned by the Japanese, their standards are the same standards that they use in Japan, in terms of quality, in terms of their selection process, and so on. So it's a real compliment to the job foreman that made the grade.

You know, it's funny, when the word gets around—there's good jobs out there—and they see folks that they've known going through the training that are getting these jobs, it has a remarkable effect on motivation and the rest.

Mr. PERKINS. I suppose the saddest thing I just heard about your remarks was Japan having such high standards. But I understand that was not what you intended to do.

Mr. NELSON. No, no.

Mr. PERKINS. In terms of the UAW's commitment, that they would be willing to make to this Job Corps program.

What would you envision their role in the future during this expansion if this expansion does occur?

Mr. NELSON. I think there's some high tech areas of training that are neglected by the Job Corps system that the UAW with its partners, companies they have worked with, could bring in.

One of them that I've mentioned many times is Aerospace, in terms of providing basic electronic training and electrical assembly; nationwide commitment of various companies, the UAW—to have a training program in that. Another one I see a great need for is the area of numerical control machining, to bring the standard of training of our Job Corps up to what today is needed in the American machining industry.

There are many like that. In terms of partnership of the companies and the union working something out so that it is a joint commitment that is within assisting bargaining agreements and gives these Job Corpsmen a chance to get into new occupations.

Mr. PERKINS. I thank you for your comments. It sounds like, both from the home building area and the auto building area, there's a lot of potential for Job Corps participants in the future. I always appreciate remarks from the Secretary about his unique knowledge of the Job Corps program.

I thank all three of you for the contribution that you've made to this hearing today.

Unless any of you have something to add, I'll let you go your way, and thank you for your patience and being with us today.

Mr. JONES. Thank you, Mr. Chairman.

Mr. THOMPSON. Thank you, Mr. Chairman.

Mr. NELSON. Thank you, Mr. Chairman.

Mr. PERKINS. At this time we'd like to call the next panel: Mr. Andrew Cainion, who is the Job Corps Center Director, Frenchburg, Kentucky. The second one is Vera Ford, Assistant Executive Director, Women in Community Service, Alexandria, Virginia. And then we have a couple of students with us: Mr. Aaron Trapp is a student, Cascades Job Corps Center, Sedro-Woolley, Washington, and Aaron Payne, Job Corps graduate, Alta Vista, Virginia.

If you all will come on in, sit down and be comfortable. I'm a friendly bear, I don't bite, and we're going to have a good little hearing here today.

First of all, I'd like to welcome Mr. Andrew Cainion who is Job Corps Center Director at Frenchburg, Kentucky. Mr. Cainion is a Job Corps graduate.

Mr. CAINION. Correct.

Mr. PERKINS. He brings a unique perspective. Presently you're the only Center Director who is a Job Corps graduate in the United States, plus the fact you also have a Job Corps Center in my district. We are very pleased to welcome you here all the way here from Menifee County, one of my favorites. I always carry that one

by at least 65 percent. Please proceed with your testimony, Mr. Cainion.

STATEMENTS OF ANDREW CAINION, DIRECTOR, FRENCHBURG JOB CORPS CENTER, FOREST SERVICE, UNITED STATES DEPARTMENT OF AGRICULTURE, FRENCHBURG, KENTUCKY; VERA FORD, ASSISTANT EXECUTIVE DIRECTOR FOR WOMEN IN COMMUNITY SERVICE, ALEXANDRIA, VIRGINIA; AARON TRAPP, STUDENT, CASCADES JOB CORPS CENTER, SEDRO-WOOLEY, WASHINGTON, AND AARON PAYNE, JOB CORPS GRADUATE, ALTA VISTA, VIRGINIA

Mr. CAINION. I'm pleased to be here.

Mr. Chairman, members of the subcommittee:

I appreciate the opportunity to discuss my personal experience with the Job Corps program. With me today is Irv Thomas, Director of Human Resource Programs for the Forest Service.

I will make more money while delivering this statement than my father made during an entire day. I will make more money this year than my father made during his entire lifetime. Yet, my father was my idol. He was also the idol of my 14 brothers and sisters.

I was born August 16, 1944 in Kathleen, Georgia, and grew up on a farm where we raised cotton, peanuts, soybeans, and other such crops. We lived as sharecroppers, and later, for about 15 years, my family leased and eventually bought a farm of about 60 acres. As farmers and farmhands, we started working at an early age. When I was about 7 years old, I was assigned a quota to pick about 100 pounds of cotton every day.

While my family did not suffer any of the physical atrocities that were associated with rural Georgia during those times, the mental and economic deprivation was sufficient.

Even though I loved my idol, I did not want to live the same life. Farm work is hard work, even if your father is not your supervisor. Farm work, for which there is no pay, is viewed by the worker as meaningless. I did not know how to communicate this to my father or to myself. Pride, self-esteem, and dignity are difficult concepts to verbalize.

School was very difficult for me because I also had to work on the farm. My father only had a third grade education. I exceeded his expectations early in my school years. Essentially, farm kids would miss about one-quarter of the school year. We missed school in the spring to help with the planting and weeding and in the fall because of harvest.

Although it was difficult, I continued my education through the 10th grade. I went to school at Houston County Training School in Perry, Georgia. Due to integration, this school no longer exists.

There were several reasons why I quit school. I could no longer see a reason to go further because economically it appeared it would make no difference. Being from a poor family, clothing was hard to come by.

Also, I was unable to participate in the extracurricular activities due to the need to do farm work. At the age of 15, I quit school and went to work on an adjacent farm for $15 a week—regardless of

how many hours I worked each day. My father collected my check and decided how much money I would receive.

During this time, the minimum wage law was enacted, and a lot of people were getting public jobs and leaving the farms.

After 2½ years, I went to work in the housing construction industry as a brick mason laborer. When I left this job, I went to work as a janitor in a school for two years. This brings us to 1964 and the emergence of the Great Society program and the Civil Rights Act.

In 1965, I saw a promotion about the Job Corps on television. What I saw was more of an opportunity to get out of town than any serious desire to do much more. I began trying to get into Job Corps.

In January 1966, I was accepted into the Job Corps and was sworn in March 1. I was assigned to Mt. Home Job Corps Center in Idaho, which was a long way from my home in Georgia. I had never been such a great distance from my home and family. The government provided me with my first airplane ride and, because of missed plane connections due to a late arrival in Salt Lake City, my first hotel room.

When I arrived at the Center, I realized that I was very nervous and anxious, and I had other mixed feelings. Although I was 21 years old, I had never been so far away from home. I had never seen so many different races of people, including Hawaiians, Native Americans, Hispanics, and others.

I immediately learned that I would not be on any equipment right away nor work full time. I could see that this was going to be a completely different experience from what I expected, but I was willing to wait and learn.

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While I was learning my trade, someone decided that I possessed people skills. Within two months of being at Mt. Home Job Corps, I was Corpsmember Council President and Corpsmember Leader.

As Corpsmember Leader, I would sometimes fill in as dorm leader and assistant to the staff. What this meant was that when staff was not around, I was required to help awaken the other students, lead dorm courts, and other responsibilities. When you were a Corpsmember Leader, you were a leader in all aspects of the program, including recreational trips.

Besides training and formal education, I encountered a constant pounding by counselors, teachers, vocational instructors, and resi-

dential staff on virtues that are difficult to verbalize: pride, self-esteem, and dignity.

Job Corps institutionalized in me a work ethic, a group concept, and an overriding desire to be the best that I could possibly be. My idol had already taught me the advantage of hard work.

I completed the Job Corps program in July of 1966, and I obtained a job as a GS-2 Residential Aide at the Pagosa Springs Job Corps Center in Colorado. I was employed at this Center until it closed in June of 1969.

I then left Job Corps because I was exhausted. During my employment at the Center, I also lived on Center. I lived in the dorm, ate with the students, worked with the students. It was a 24-hour-a-day job—you could not say no to students. When I left Job Corps, I was a GS-5.

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After five years in Seattle, I was reassigned to the Siuslaw National Forest in Corvallis, Oregon as a Personnel Officer. I worked there until September 1980 when I was reassigned to the Regional Office in Portland, Oregon as the Regional Recruiting Officer.

In February of 1983, I was promoted to Group Leader for the Human Resource Program in Juneau, Alaska. After two years in Alaska, I decided that it was time for me to make my millions, so I resigned from the Forest Service.

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I ran these businesses successfully until there was a downturn in the local economy. I also made a few bad business decisions. This caused me to realize that, without some type of security and financing, my businesses would not prosper.

I had to reassess my skills to determine if I should continue attempting to operate small businesses or work for private industry or the government as an employee. My conclusion was that I had some skills and could obtain more skills, but without the necessary financing, I would likely not succeed as a small business owner.

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The reasoning behind this statement is that as a small business person, I was unable to hire employees with good social and technical skills. In order to survive in a small business, you need to be able to employ people with both skills.

If you can hire someone with social skills, then you can train them in the technical skills. Many of the youth today do not possess necessary social or technical skills.

Because of this, we, the people of our generation, need to look at how we are going to train the youth of today to be employable and the leaders of tomorrow. Our efforts should be toward making them leaders in our communities and work environment rather than in the criminal environment.

It is with deep humility that I thank you for these moments.

This concludes my prepared remarks. Mr. Thomas and I would be willing to answer any questions you may have.

Thank you.

[The prepared statement of Andrew Cainion follows:]

STATEMENT OF ANDREW CAINON, DIRECTOR, FRENCHBURG JOB CORPS CENTER, FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE, FRENCHBURG, KENTUCKY

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It is with deep humility that I thank you for these moments.

This concludes my prepared remarks. Mr. Thomas and I would be willing to answer any questions you may have.

Mr. PERKINS. I thank you very much for your testimony relating how Job Corps has impacted on your life, Mr. Cainion.

We'd now like to turn to Vera Ford, who is going to give us some words as well. Please proceed, Ms. Ford.

Ms. FORD. Thank you, Mr. Chairman.

Mr. Chairman, my name is Vera Ford, and I am very proud to say that I am a Job Corps graduate.

We are here today to express to you what the Job Corps has meant to us and what it can mean for the thousands of other poor youth around the country.

I currently serve as the Assistant Executive Director for Women in Community Service—WICS—which is a Job Corps contractor with the Department of Labor that conducts Job Corps recruitment, job placement, and holds a national support service contract to help all young females when they leave Job Corps.

Let me tell you a little bit about myself before entering Job Corps.

I was a high school graduate that couldn't get a job. I was 16 years old. And in the State of Wisconsin in 1965, you had to be 18 years old to get a work permit. Consequently, I held a high school diploma and no means of getting a job.

I was angry and frustrated at the school system as well as the entire educational system. I was sullen and apathetic about my life's chances.

Upon entering Job Corps, I found a genuine respect for myself, and for my talents. I also found caring Job Corps staff that reinforced my faith in myself and in what I could accomplish. I completed my licensed practical nursing training upon graduating from Job Corps in 1966. I'm a little older in the program than my counterpart here to my right.

Let me back up. I went back home after graduating from Job Corps in 1966 and I worked as a licensed practical nurse for 18 years.

In 1979, I decided to go back to school. I entered the University of Wisconsin in Milwaukee, and graduated magna cum laude in 1983 with a degree—B.S. degree—in criminal justice.

My belief in self and in Job Corps led me to eventually serve as the Director of the National Job Corps Alumni Association. While serving there, I came in contact with hundreds of young people like myself who felt strongly that the program needed to be strengthened and expanded.

In my current position with WICS, I see thousands of young people who are desperately in need and want Job Corps services. It's a shame to turn any youth away from changing their lives, and turning youths away who are crying out for the kind of comprehensive services that Job Corps can provide.

Why can't Job Corps serve them? There are simply not enough slots. There are also not enough Centers in areas where they have the greatest need.

I would like to respectfully suggest, Mr. Chairman, that we work to obtain the support of every Member in Congress to support the Job Corps 50-50 Plan. We should enrich and expand Job Corps, not

only for the young people we can reach, but for those we have to reach.

My personal life is a testimonial to the need and the promise of Job Corps. It is also just one example of what Job Corps can do for a young person's life.

Mr. Chairman, I would like to go on record for my organization and for other Job Corps contractors in support of the Job Corps amendments that have been introduced by Congressman Pat Williams. It is much needed and will be much appreciated by those of us who work diligently with Job Corps and put our hearts and soul into the program.

Thank you for your time and for your support of the program.

[The prepared statement of Vera Ford follows:]

STATEMENT OF VERA FORD, ASSISTANT EXECUTIVE DIRECTOR FOR WOMEN IN COMMUNITY SERVICE, ALEXANDRIA, VIRGINIA

Mr. Chairman, members of the subcommittee, my name is Vera Ford. I am a Job Corps graduate and am the first speaker on this panel of Job Corps graduates. We are here to express to you what Job Corps has meant to each of us, and what it can mean for thousands of other poor youths around the country.

I currently serve as the Assistant Executive Director for Women in Community Service (WICS). WICS is a contractor with the Department of Labor that conducts recruitment, job placement, and provides support services to every young female that graduates from Job Corps.

Let me tell you a little bit about myself. Before entering Job Corps, I was a high school graduate who couldn't get a job. Angry and frustrated at the school system as well as the entire educational system, I was sullen and apathetic about my life's chances.

Upon entering Job Corps, I found a genuine respect for myself, and for my talents. I also found caring Job Corps Center staff that enforced my faith in what I could accomplish. I completed licensed practical nursing training and worked for 18 years as a nurse upon graduating from Job Corps in 1966.

In 1979, I enrolled at the University of Wisconsin in Milwaukee. I graduated magna cum laude with a degree in criminal justice.

My belief in self and in Job Corps led me to eventually serve as the Director of the National Job Corps Alumni Association. While serving there, I came in contact with hundreds of other alumni like myself who felt strongly that the program needed to be strengthened and expanded.

In my current position, with WICS, I see thousands of young people across the country who desperately need and want Job Corps services. It is a shame to have to turn away many youths who are crying out for the kind of comprehensive services that Job Corps provides.

Why can't Job Corps serve them? There are simply not enough slots available. There are also not enough Centers in areas where they have the greatest need.

I would like to respectfully suggest, Mr. Chairman, that we work to obtain the support of every Member in Congress to support the Job Corps 50-50 Plan. We should enrich and expand Job Corps—not only for the numbers of young people we can reach, but for those we *have* to reach.

My personal life is a testimonial to the need and the promise of Job Corps. It is also just one example of what Job Corps can do for a young person's life.

Thank you for your time and for your support of this program.

Mr. PERKINS. Thank you very much for your testimony, Ms. Ford.

I'd like to turn to a fellow who has written a wonderful essay, by all accounts. I'm talking about Aaron Trapp. Aaron, I'm real pleased to see you today.

Mr. TRAPP. Thank you.

Mr. PERKINS. I'm real pleased that you've taken the time to be with us. I look forward, if it wouldn't be too much trouble for you to read that essay—it sure is pretty.

Mr. TRAPP. I'm real nervous so if I make any mistakes, bear with me.

Since the time I've written the essay, I've switched my trades—I'm now in cement masonry. My plans, after I complete the trade, I plan on going down to Georgia for advanced construction training and learning how to read blueprints. Then I'm going to go to college and work on getting my contractor's degree and everything I need to become a contractor in the future.

Right now I'm 19 years old, and my name is Aaron Trapp. I'm currently attending Cascades Job Corps Center in Sedro-Woolley, Washington.

My feelings about Job Corps are very strong. I think it's a very positive program and I feel that the 50–50 Plan would do further generations a lot of good. You people can change a lot of people's lives by voting yes.

Today I'd like to share my winning essay on "What Job Corps Means to Me."

Hi, my name is Aaron Trapp, and I'd like to share my story with you.

I was raised in Brooklyn, New York, in a neighborhood called Flatbush, one of the toughest places in New York. My family was very poor and not well educated. My little sister ran away from home when times got tough. Two months later, she was found against a tree with a needle in her arm.

This is really hard for me to read.

She died of an overdose of heroin and she was 11 years old.

My mother committed suicide a couple of years later with a shotgun. I discovered her body one day after school. After my mother's suicide, I went in and out of institutions.

Where I came from no one was a success. My mother was a prostitute, and my father was her pimp. Everyone around me was just like my mom or dad; a drunk, a junkie, or a dreamer. So I thought that I would follow in my father's footsteps, because all that I could do was feel sorry for myself.

After trying to commit suicide, I sat down and decided to change my life. I contacted the Big Brother Association, and the Big Brother Association told me about a place called Job Corps. Little did I know that it would be the best thing that would ever happen to me in my life.

Before I go on to this part, a little further background on that. When I came to Job Corps, I was on a second grade math level and a little under seventh grade reading level.

I have a life now. My accomplishments include earning my GED. I'm the first person in my family to get this far academically.

The day I received my GED, my dream came true. As tears rolled down my face, I knew that I had done something that would have pleased my mother.

I now plan on completing my trade and going on to college. At last, I'm making a difference for my future. Having an education means a lot to me now.

Job Corps won't help everyone. If asked by a prospective student about Job Corps, I would say, "If you come to Job Corps, be prepared to work on being a success. It doesn't come without hard work. I can do what I want to and be who I want to be. So can you.

It doesn't matter where you're from, or what your background is. Job Corps' arms are always open, no matter who you are. I felt better than I have ever felt before. No matter what you have gone through, give yourself a chance to make the best of the hard times. I've learned from my mistakes, and with Job Corps I know that I'll come out on top. You and I are the future and we need to love and encourage one another to be the best that we can be."

Job Corps has given me a reason to wake up in the morning, and the pride and confidence to move in to the future. For the first time in my life I am a success. Thanks Job Corps.

Mr. PERKINS. That was a fine job, Aaron, and it was very inspirational to all of us. We appreciate your contribution here today. Thank you very much.

[The prepared statement of Aaron Trapp follows:]

Make a **NEW LIFE** *and a* **GOOD LIVING.**

CASCADES JOB CORPS CENTER
P.O. Box 819 • 2267 Northern State Road
Sedro-Woolley, WA 98284 • (206) 856-3400

AARON TRAPP'S STATEMENT

Hello, my name is Aaron Trapp, and I am from Cascades Job Corps Center in Sedro-Woolley, Washington. Thank you for inviting me here today.

My feelings about Job Corps are very strong; I think it is a very positive program and I feel that the 50/50 Plan will do my generation and future generations alot of good. You people can change a lot of lives for the better by voting yes on the 50/50 Plan.

Today, I would like to share my winning essay on, "What Job Corps Means To Me" .....

Make a NEW LIFE and a GOOD LIVING.

Job Corps

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What Job Corps Means to Me

by **Aaron Trapp**

Hi, my name is Aaron Trapp, and I'd like to share my story with you.

I was raised in Brooklyn, New York, in a neighborhood called Flatbush, one of the toughest places in New York. My family was very poor and not well educated. My little sister ran away when times got tough at home. Two months later, she was found against a tree with a needle in her arm. She died of an overdose of heroin. She was 11 years old.

My mother committed suicide a couple of years later with a shot gun. I discovered her body one day after school. After my mother's suicide, I went in and out of institutions.

Where I came from no one was a success. My mother was a prostitute, and my father was her pimp. Everyone around me was just like my mom or dad; a drunk, a junkie, or a dreamer. So I thought that I would follow in the footsteps of my father, because all that I could do was feel sorry for myself. And after trying to commit suicide, I sat down one night and decided to make a change. I contacted the Big Brother Association, and got a big brother who told me about a place called Job Corps. Little did I know that it would be the best thing that has ever happened to me.

I have a life now. My accomplishments include earning my GED. I'm the first person in my family to get that far academically. The day that I received my GED, my dream came true. As tears rolled down my face, I knew that I had done something that would have pleased my mother.

I now plan on completing my trade, Dental Assisting, and going on to college to become a Dental Hygienist. At last, I'm making a difference for my future. Having an education means a lot to me now.

Job Corps won't help everyone. If asked by a prospective student, I would say, "If you come to Job Corps, be prepared to work on being a success. It doesn't come without hard work. I can do what I want to do and be who I want to be. So can you! It doesn't matter where you're from, or what your background is. Job Corps arms are always open no matter who you are. I felt better than I have ever felt before. No matter what you have gone through, give yourself a chance to make the best of the hard times. I've learned from my mistakes, and with Job Corps I know that I'll come out on top. You and I are the future and we need to love and encourage one another to be the best that we can be."

Job Corps has given me a reason to wake up in the morning, and the pride and confidence to move into the future. For the first time in my life, I am a success! Thanks Job Corps!

Mr. PERKINS. And now we turn to Mr. Aaron Payne. Aaron, if it's not too much trouble, we'd be interested in hearing some of your comments on Job Corps.

Mr. PAYNE. Good afternoon. My name is Aaron Payne. I'm honored to be here. I'd like to say that the Job Corps works. Let me briefly describe to you how Job Corps changed my life.

Before I enrolled in Job Corps in 1990, I was a member of a street gang in Philadelphia, which was heavily involved in drug trafficking, theft and vandalism. I served time in prison because of my gang violence. I had very negative values and little respect for society or other people. I didn't care about myself or anyone else. I had no skills to find a job. I knew my life was headed nowhere fast.

Slowly I came to realize that if I didn't change my lifestyle, I would end up either back in prison, like two of my brothers, or in a morgue, like some of my friends.

I enrolled in Job Corps because a friend recommended it. I was lucky to get into the program fairly quickly. I knew of some other kids who had to wait a couple of months before getting in.

At the Old Dominion Job Corps Center in Virginia I was able to turn my life around 180 degrees. I not only learned a trade, but also I learned to take pride in myself and my work, which helped me to respect other people. I learned the value of loyal and honest friends. I graduated from the program feeling, for the first time in my life, like I was going somewhere.

Today I am an electrical apprentice at Moore's Electric in Alta Vista, Virginia. I have a beautiful wife and a little boy. I have a positive lifestyle that keeps getting better and better. I work hard at my job so that some day my family and I will be able to own our own home, and maybe send our children to college.

Without Job Corps I wouldn't have any of this. If even half the kids I hung out with in the Philadelphia gangs went to Job Corps, there would be no gangs at all.

Thank you.

[The prepared statement of Aaron Payne follows:]

STATEMENT OF AARON PAYNE, JOB CORPS GRADUATE, ALTA VISTA, VIRGINIA

Good afternoon. My name is Aaron Payne. I'm honored to be here. I'd like to tell you that Job Corps works. Let me briefly describe to you how Job Corps changed my life.

Before I enrolling in Job Corps in 1990, I was a member of a street gang in Philadelphia, which was heavily involved in drug trafficking, theft and vandalism. I served time in prison because of my gang's violence. I had very negative values and little respect for society or other people. I didn't care about myself or anyone else. I had no skills to find a job. I knew my life was headed nowhere fast.

Slowly I came to realize that if I didn't change my lifestyle, I would end up either back in a prison, like two of my brothers, or in a morgue, like some of my friends. I enrolled in Job Corps because a friend recommended it. I was lucky and got into the program fairly quickly. I knew of some other kids who had to wait months before getting in Job Corps.

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wouldn't have any of this. If even half the kids I hung out with in the Philadelphia gangs went to Job Corps, there would be no gangs in Philadelphia.

Mr. PERKINS. Thank you, Aaron, that was very, very good testimony.

I'd like to turn once again to my friend and Ranking Member on the subcommittee, Mr. Gunderson.

Mr. GUNDERSON. Thank you, Mr. Chairman. Thank you to all of you for those beautiful, inspirational stories. Don't be surprised if your stories show up on our graduation speeches that we give in the next few weeks and months—and I mean that seriously.

I have a question for each of you: We deal on this committee so often with those who get caught between the cracks. And we deal so often with those unique examples of success like yourself where something inside you led you to take a path far different than your environment suggested would have been a more easy and typical way.

What bit of advice do you have for us—not even dealing with Job Corps—but dealing with young people at risk? How do we connect to them as somebody connected to each of the four of you? How do we do that?

Mr. CAINION. I think the key, Mr. Gunderson, it's someone for a young person at risk—this whole thing about role models. They need to know that there's someone out there that can be honest and represent, as they perceive, the norm in society.

I think that a lot of our young folks don't really know what the norms are. And over the last 20 years, or maybe 30 years or 40 years, that's eroded because a whole bunch of things have occurred. So our young folks don't ever see the norm.

I find in Job Corps and as a Center Director, when I start establishing this is the norm, and saying, this is how we're going to operate, this is what I expect of you each day, each hour, I see a tremendous turnaround in our young folks.

So I think we have to, to some degree, pick up what I think may be missing with some young folks—family—and I begin acting that way. We could still be a role model but also a family structure that I think a lot of our youth are missing.

Ms. FORD. I would probably like to add that what I find, and I talk with young people in Job Corps, as I said, all around the country, doing workshops, graduation speakers—and what I find that what they ask for more than anything else is someone who will listen; not hear them, listen. Oftentimes, we don't really listen, we hear. We see the acting out behavior but we don't really listen and understand what they're really trying to tell us.

I was so angry that I couldn't tell you—and someone saw through that anger and listened and saw more than even I could see myself; and I in turn try to do that with others.

The young people, they don't want to hear about the great successes—most of what I say to them is about my mistakes and my failures, because then they understand that I can listen and understand from where they're coming. As adults we don't do a lot of that; we do more hearing than we do listening.

Mr. GUNDERSON. Mr. Trapp? Mr. Payne? What caught your attention? What caused you to make the decision that you did?

Mr. PAYNE. It doesn't take a fool to figure out what's going on around you—like today's society, whether it be drugs or whether it be alcohol—temptation is always going to be there, and peer pressure plays an important part in the future of some people's lives. It just so happened that I was one of those people that got caught up in it and realized ahead of time—I'm looking around and seeing all of my friends getting killed. It seemed like every other week, something would happen. This one would get locked up, that one would get killed. It was just a matter of time before it was going to be me.

I had to make the decision myself and wake up and get some help, get away from that type of atmosphere while I could. And Job Corps, like I said, is the best thing that ever happened to me. And to say to somebody that they don't need it, that would be ludicrous.

Mr. GUNDERSON. Thank you.

Mr. PERKINS. Thank you, Mr. Gunderson.

I want to return to Mr. Cainion and Ms. Ford for just a second here and ask them the same question, really, that I was asking Mr. Jones earlier.

In your experiences—and they are varied and they are different, I understand—but in your experiences, what sort of size is an optimum for a Job Corps Center? What do you think works the best?

Mr. CAINION. I would suggest around a 300-person Center. If you take that—I'm relatively new back to the program and I've looked at it and I've done some studies of my own in the short time—I think that the information I gathered that with a 300-person Center it would require some additional staff but I think that would be the optimum as a conservation center, and that's where all of my experiences have been.

Mr. PERKINS. Ms. Ford?

Ms. FORD. I've seen a combination of both Centers and I'd have to agree. I'd say between 250 and 300. I've been to the larger Centers where they are like a city in a city, and it's just too much. The young people can't cope, even coming from the biggest urban area. It's like a totally different world for them.

And I've been to the small Centers where there's not enough group interaction so the problems arise there because there's not enough men versus women and those kinds of things.

I would have to agree with Mr. Jones and Mr. Cainion and say the optimum Center would be 250 to 300.

Mr. PERKINS. Let's just follow up also the same line of questioning in terms of the environment in which we locate those Centers.

Do you think that's important and, if so, what consideration should we give to the environment?

Mr. CAINION. I think it's one of the most important aspects of training—I don't want to say rehabilitate, but habilitate our young folks.

I find it difficult in talking to the students to educate them in that same environment. It is my belief that if I change a person's habitat, I change some of their action. If you get them away and keep them away long enough, and through this process, just through osmosis and constant staff attention and constant peer group pressure, that it would be difficult that they—could come up with employment as a net result of being there—that it would be

difficult for them to drift back into that same environment that they left.

You can't put mileage on it. I went from Georgia to Idaho. That was good for me. Maybe with another person, 600 miles may be good. But I think it's important—and it was important for me—I wasn't a delinquent, but I was far enough away from home that I couldn't walk away. That really helped me and helped me adjust very rapidly because I had to decide how long I wanted to be a student and get back into what I call the working world.

Mr. PERKINS. Ms. Ford, what do you think about that?

Ms. FORD. I think there needs to be a combination of Centers, both urban and the rural, first of all. There are some young people that seem to fit better in the rural setting and others that seem to work well in the urban.

Mr. PERKINS. Let me just stop you right there.

How can we differentiate those?

Ms. FORD. I think you have to look up the background of the young person that you're recruiting in the Job Corps. Since the organization I work for does some recruiting, what we find, anyway, is that the rural youngster that you recruit into Job Corps really has a difficult time in an urban setting.

It's more than just the racial mixture. It's taking them away from everything that they've understood and held to be true.

Vice versa, you have the culture shock sometimes of the urban person going to a rural setting. And other times they fit just for the opposite reasons. So I think you need that balance.

I have to agree with my counterpart here that I also think being further away from home helped me. If I had a dime for every time I had said I'm going home, and my counselor looked at me and said, I love you dearly, but you've got a long walk. That made me take stock of some things. I probably, in all reality, wasn't really wanting to go home; I probably wanted to hear him say, you know, you can make it and things will work out. But I think it really hit home that I could not get home that easily.

I find some of the Centers that are so close to the neighborhoods where the young people live seem to have a problem holding them in that 90-day period.

Mr. PERKINS. Let me turn to the two Aarons here. Was it better for you to be in a Center that was relatively close to where you're from or somewhere different?

Mr. PAYNE. It was to my advantage to be as far away from home as possible. There were many times where I just wanted to pack it up and say forget about it. I wasn't used to people telling me what to do, when to go to sleep, when to get up, when to eat, when to do this and that.

But now that I've been through everything and seen how much better I can do on the outside, I think it was to my advantage.

Mr. TRAPP. I think that if you're from a neighborhood like I was from and like he was from and you attend a Job Corps in our neighborhood you still associate with the people that you associated before you got into Job Corps—you're still close to them and that's kind of going to withdraw you from what you need to do.

If you take them away from that environment and put them into another environment where it's easier for them to work, communi-

cate with other people, they can get away from the stress that they came from, away from their neighborhood, away from all the problems, and they can work on being a success, I think that that's more of a benefit to the youngster who is leaving the old neighborhood and going to another place and starting over.

Mr. PERKINS. That's interesting. You're all buying into the argument that we heard in the 1960s, I guess, when the Job Corps Centers were originally——

Mr. CAINION. It's still correct.

Ms. FORD. That's right.

Mr. PERKINS. That's interesting.

Let me just follow up a little bit on what Steve had to say because I think it's terribly important.

How do you get the message in the communities that there is a Job Corps program?

I'm telling you it's a secret to a whole lot of America that there is such a thing as Job Corps.

Aaron, I heard you say you heard it from a friend, so word of mouth in your case.

You heard it through the Big Brothers program? Was that how you heard about it?

Mr. TRAPP. Yes, somebody had known a couple of people who had been through Job Corps already.

If you tell high schools, you know, everybody there has people that they know have dropped out—you pass flyers around, community groups, churches, they outreach to youth, youth outreach programs—the word will get around. There will be a response, because there comes a time in everybody's life when they've been given chance and chance and chance again, and it comes down to the time they know that they're not getting anywhere and this is the final chance and then they get into a situation like Job Corps and it changes their whole life for them.

Mr. PERKINS. In your communities, though, do you figure that a lot of these people are interested in getting involved? Are there more that want to get involved in Job Corps now that aren't, or is it just about all that want to already are participating?

Mr. TRAPP. I don't think a lot of them even know about it. I don't think they know about it.

Mr. PERKINS. So you think it's a communication problem we have?

Mr. TRAPP. Yes, communication failure is somewhere in there. I think if the communication was straight with the youth there would be a lot more youths trying to get into the program—a lot more youth that know about the program. There's not a lot that know—they don't even know about Job Corps.

Mr. PERKINS. It sounds like you two heard about it through, again, almost a haphazard word-of-mouth sort of fashion, and that is something that perhaps we should look at.

I've found all of your testimony inspiring. I thank you for taking your time to come from so many diverse areas to be with us today and give us some insight from a personal level. You know, we listen to a lot of experts but always hearing that personal testimony, to me, is the core of why you're working on something. You've

given us that today. I thank you for it. You all take care of yourselves.

I guess with that, we will call it quits today. Thank you for coming.

[Whereupon, at 4:50 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows.]

STATEMENT OF HON. CHARLES A. HAYES, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ILLINOIS

Mr. Chairman, although I am not a member of this subcommittee, I want to thank you for allowing me this opportunity to share my thoughts on the U.S. Job Corps program. As you know, the Job Corps is a cornerstone of our Nation's employment and training efforts, providing the most disadvantaged youth with intensive services aimed at significantly improving their lifetime employment and earning prospects. It is clearly a program that works. Today, your subcommittee will begin to review proposals that will expand the Job Corps program, and I would like to express my support for those efforts.

In the City of Chicago, there are approximately 100,000 youth age 16-21 living in poverty. As you would well expect, joblessness amongst these youth has remained at depression level, even throughout the alleged economic recovery during the Reagan Administration. In 1989 the unemployment rate for black teenagers was 40% in the City of Chicago, which is right around eight times that of the national average. So, it is an understatement when we conclude that young people in Chicago, as in many other urban and rural centers, face immense disadvantages that exclude them from opportunities to be successful and productive citizens.

Mr. Chairman, as you begin to consider efforts to expand access to and enhance the Job Corps program for poor youth, I respectfully suggest that the City of Chicago, including the youth in my First Congressional District, are in need of a Job Corps Center. When one in only five black teens even hold a job in Chicago, we know that a Job Corps Center could truly be utilized.

We are all keenly aware that this Nation's official unemployment statistics greatly understate the breadth of youth labor market difficulties. If the official numbers are staggering, just imagine what the true figures would reflect. As the Nation, as well as the City of Chicago, began the transition to service and commercial occupations, there was a particularly negative impact on young adults because of their already limited skills, experience and competitive disadvantage. Youth have been systematically squeezed-out of semi-skilled factory positions as jobs declined and competition for those remaining intensified. These social and economic forces have resulted in many young persons being disconnected from the labor force and training. In some inner-city communities, the proportion of teenagers not in school, not at work and not even searching for work is more than one in four.

The 50-50 Job Corps plan that has been proposed, seeks to open 50 additional centers, serve 50% more youth, while at the same time improve existing services. Under the plan, within 10 years, it is anticipated that 70% of the Nation's most disadvantaged youth will be educated and trained by the Job Corps. Mr. Chairman, I lend my full support to the passage of the Job Corps 50-50 plan, and again look forward to working with the committee and the City of Chicago on efforts to ensure that the youth of Chicago access these improvements.

Thank you again for allowing my participation today, and please do not hesitate to call upon my services on these and other issues concerning employment opportunities.

STATEMENT OF HON. RON DE LUGO, A DELEGATE TO CONGRESS FROM THE VIRGIN ISLANDS

Mr. Chairman, I am pleased to join you and the distinguished members of the Subcommittee on Employment Opportunities as you conduct an oversight hearing on the new Job Corps Program.

No program is perfect, but I am happy to report that the Job Corps Program has been a tremendous benefit to many youngsters in my home district, the Virgin Islands. Youngsters who otherwise would not have had the assistance that Job Corps can give have now gone on to become productive members of their community.

Job Corps has been particularly important in the Virgin Islands because, as relatively isolated island communities, the program has allowed young men and women to gain a broader experience here in the continental United States.

Lee Matthews, who until recently was the Center Director at the South Bronx Job Corps Center where many Virgin Islanders have trained, is enthusiastic about the growth and development he has seen there. He cited three individuals in particular.

Jackie Freeman, once a client of the Job Corps from St. Thomas, is now in her third year at Bronx Community College. She has progressed so well that next month she will join Mathews on a trip to the Virgin Islands to help train local Department of Labor staff on job service recruitment.

Glenn Slater from St. Croix is also studying at Bronx Community College and is now in charge of property at the South Bronx Job Corps Center.

And Jeff Registe came to the South Bronx Center unable to read; today he reads at the 6th grade level and has been employed on the maintenance staff for 4 years.

These success stories are not unique. There are many. But there could be many more. As the need for education constantly increases in our ever more technological world, as opportunities for failure appear to grow more plentiful, it is crucial that we support programs with track records such as that shown by Job Corps. The 50–50 Plan, which targets serving 50% more youths, is an excellent next step toward meeting the needs of the young, the unemployed, and the undereducated.

Mr. Chairman, I strongly endorse Job Corps, the job it has done, and the job that it will do for my constituents and for thousands of others across the country.

Thank you again, Mr. Chairman, for allowing me to make a statement today.

STATEMENT OF TRAVIS ENGEN

FOR THE

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES OF THE

HOUSE COMMITTEE ON EDUCATION AND LABOR

7 May 1991

Mr. Chairman and members of the Subcommittee, I am honored to present testimony to the Subcommittee on behalf of Job Corps and its expansion. As an officer of ITT Corporation, a company of 122,000 employees, I can tell you that we understand and are experiencing the trends of a work force in the United States that is not meeting the needs of employers.

Job Corps is a unique program that has a 27-year history of training a segment of our population which otherwise would be lost to the work force. Job Corps allows high school dropouts and underprivileged youth who lack rudimentary skills to get and keep a job by developing the educational and vocational means to compete in today's business world.

The youth that participate in Job Corps have essentially been thrown away by a society that is becoming increasingly wasteful of our human resources. We can no longer afford such an extravagance. Business and industry in the United

States require a vigorous working population that can learn, relearn and upgrade themselves throughout their employment life. Studies show that by the year 2000 there will be a shortage of 23 million employees in the United States. Add to that the fact that today our work force in the United States has 30 million functional illiterates - employees who cannot read, write or manipulate basic numbers. These employees are without basic learning skills, cannot be easily retrained or upgraded, and thus are destined to future unemployment or the most menial of job tasks. We are facing a situation that could undermine the economic competitiveness of our country. Job Corps reduces illiteracy in the new work force by providing basic educational skills to those who have been unsuccessful, for whatever reason, in our traditional educational system.

Probably the most compelling reason to support Job Corps is its excellent investment return. I know of no other Government program, and few business investments, that regularly produce a return of $1.46 in tax revenue for every dollar spent. The Center for Educational Research at Stanford University

estimates that each year's class of high school dropouts costs the nation up to $296 billion in lost earnings and taxes over their lifetimes. Job Corps is the one program that successfully intervenes in this human tragedy. ITT is not only a Job Corps contractor; we also hire Job Corps graduates in various occupational categories. We have employed front desk clerks, food service personnel and maintenance staff in Sheraton hotels; electronics assemblers at ITT Avionics; assembly workers in ITT Teves automotive companies; an electronics technician, a personnel clerk and a receptionist at ITT Federal Services; and resident advisors, records supervisors, property officers, safety officers, clerks, supervisors and a manager of group life at ITT Job Training Services. Our successes have been significant enough to increase our efforts to seek out Job Corps graduates as a viable labor pool for entry-level positions.

The 50-50 Plan to increase the size of Job Corps during the next ten years will provide not only ITT, but every other employer, large and small, with an excellent trained applicant pool that is not now available.

The occupations with the largest number of new jobs during these ten years of Job Corps expansion under the 50-50 Plan are primarily in the service industry:

- Sales clerks, cashiers and office clerks:	2,237,000
- Food service:	1,201,000
- Health services:	1,055,000
- Custodial services/light maintenance:	604,000
- General manager and executives:	582,000
- Truck drivers:	525,000

Five of the top six areas of job expansion are currently taught in the Job Corps programs. Virtually all of these mid- and low-wage service jobs now require more workers who can read, reason, learn new tasks on their own and deal capably with customers and clients. Currently a third of young high school graduates cannot order two items from a lunch menu and then figure out how much change they are owed after paying the waiter. Job Corps helps bridge the widening gap between job requirements and the skill level of our nonprofessional work force.

Also, Job Corps has grown with the needs of business - often faster than traditional education systems - by implementing competency-based education and vocational curricula, and providing students with job-seeking and retention skills and the type of mentorship in the residential settings that move young men and women far beyond their perceived potential. Many Adult Basic Literacy and English as a Second Language programs have been pioneered and implemented in Job Corps.

Job Corps more than pays for itself - not only for the tax payers, but also for the men and women who operate service and production industries and, most importantly, the participants in the program who gain value for themselves economically and personally as proud, contributing members of our society. We must invest now in our business future if we are to have a world-class work force. We must support the expansion of the Job Corps program as an investment in our work force of the future.

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